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ABSTRACT

This collection of readings was compiled to provide background information on adult education in Australia, as well as to indicate future aims. The papers discuss goals in adult education; the government's part in adult education; and institutionalizing adult education in universities and in other bodies. Institutions that offer adult education programs are named and their programs discussed. Methods used for teaching these programs are described, and standards utilized in these programs are presented. Surveys of the students who participate in adult education classes are described as to results. Appraisals are made of adult education programs from 1944 to 1965. A subject index is provided. (DB)

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BASIC READINGS
in
AUSTRALIAN ADULT EDUCATION

Editor

ALFRED WESSON

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COUNCIL OF ADULT EDUCATION, MELBOURNE

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Preface

During an all too brief visit in the South West Pacific, the only criticism I had for Australian adult education was the difficulty of finding many of the most important papers, reports, articles, which I needed to read to obtain some perspective.

There is no single means to achieve a balanced view, or to learn from successes and difficulties. But a "book of readings" is one admirable way. On more than one occasion, I have had the task of sifting the wheat and chaff (and I will not disclose the proportion of each) for such a book and know how arduous and yet how rewarding is the task. Perhaps more than most I can commend Alfred Wesson for his industry and ingenuity and for making accessible to all of us what Canadian librarians still call "fugitive materials". That designation in Australia might sound like a sub-title for the Ned Kelly Archives and I hope and expect that you have a better term for such memorabilia. But the term is not important; accessibility to such writing and thought is.

I lack the experience to make any comment about the content—what is included and what is absent. I expect that opinions on such questions may differ; this is often the case with such collections. I find the writing vigorous and informative and for this, as one reader, and one teacher of comparative studies, I am grateful.

The material in this book covers a considerable time span. Samuel Butler once wrote (was it when he was in the Pacific?)—"The oldest books are only just out to those who have not read them'. This book of readings not only seems fresh to me but an exhilarating portent of the writing that is still to come.

J. R. KIDD,

Ontario Institute for Studies in Education,
November 1970

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Introduction

The first hundred years of adult education in Australia–up to 1950–produced not a single book about the subject. The years since have still seen only two autobiographies (Portus and Biaggini), one biography (Stewart), and a symposium (edited Whitelock). Consequently, any man or woman appointed to a job in the craft finds information hard to come by. Myths and legends dominate the scene. An administrator or teacher who wants to relate the present to what went before; to know why his institution carries on in the way it does; why others do things differently; what people have said about goals; what methods in "the learning game" are tried and available; or what sort of people adult learners are–such a person has to be content with the local oral tradition and rules of thumb. To remedy that deficiency was the first aim of this collection.

It may well be that in the next few years critical accounts of parts of the adult education story will become available. They will not, however, make an easy debut; the strength of the myths and legends will create fierce debates on whatever interpretations are put forward. Consequently it will be doubly useful to have on hand the actual words of the pioneer practitioners.

Many of the readings lay deep in obscurity, in duplicated sheets, pamphlets, newspapers, proceedings, journals, and rare booklets; it was not efficient to leave them so inaccessible. Finally, the stock of ideas in adult education is still ahead of its practice; the readings in this book contain suggestions enough for years to come.

The book was mooted in April 1965 when Warwick Fox, Director of Classes for the Council of Adult Education, was asked by the Australian Association of Adult Education to compile an anthology of basic readings in Australian adult education. He eventually declined the task and, in November 1966, the Association approached me. By the end of 1967 half the collection had been duplicated and sent to members of the Association for criticism. By mid-1968 all but half-a-dozen readings had been distributed, and in May 1969 the project was complete.

Throughout those four years the intention of the Association, never made very clear, was that duplicated potential readings should circulate for a while, for assessment and critical sorting, and that then an anthology should be issued. In February 1970 a particular set of circumstances led me to suggest that the book be published that year. Immediately a memorandum was circulated to the Executive of the Association, over the name of the Secretary, Lascelles Wilson, which I read as reflecting seriously on the work's integrity and expressing antipathy to its publication. I withdrew the readings from the control of the Association, and proceeded to seek alternative arrangements for their publication.

From the outset the work was modelled on Roby Kidd's Canadian collection (*Learning and Society* – Canadian Association for Adult Education, 1963), and his seven headings became the original framework: Origins, Ideas and goals, Organizations and institutions, Methods and techniques, Students and teachers, Observation and criticism, and Present and future. In addition, his introductory essay on the reasons for and the principles behind such a collection strongly influenced its compilation.

To reduce the inevitable bias in the work to a minimum, every adult educator in Australia was urged, beginning with the Association's December 1966 *Newsletter,* to play a part in its creation. Each member was invited: "Ask yourself then, what are the basic documents in your understanding of the major headings suggested above (and any others like them); where would you send a tyro to read it for himself?" Despite such continuing help the final selection, the brief lives, and above all the short commentaries–the last pieces in the book to be written–are the sole responsibility of the editor.

A. WESSON,
December 1970

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Chapter One: Section One: Goals

IDEAS ABOUT GOALS IN ADULT EDUCATION

Brief lives

BADGER, Colin Robert, born in 1906 at Peterborough, South Australia, was educated at the Universities of Adelaide and London. In 1926 he began working as an occasional leader of Tutorial Classes in Adelaide. In 1936 he became Readers' Counsellor in the University of Western Australia and, the following year, Director of Adult Education. In 1939 he became Director of Extension, University of Melbourne. After the March 1944 conference "The Future of Adult Education in Australia" crystallized his thinking, he began to work for a division of adult education between the university and a board. He was materially helped when the Victorian Director of Public Instruction persuaded Cabinet to appoint a committee, which recommended the formation of the Council of Adult Education. From 1947 to 1971 Badger was its first Director.

BIAGGINI, Ernest Gordon, born in 1889 at Stoke Newington, England, was educated at the Universities of London, Queensland, and Adelaide. In 1925 he became Tutor-Organizer at Renmark for the Tutorial Classes Department of the University of Adelaide, and was Tutor-in-Charge of the department from 1929 to his retirement in 1956 (he was Acting from 1929 to 1931). He is the author of several books, including his memoirs–*You Can't Say That* (Adelaide, 1970).

BEAN, Charles Edwin Woodrow, 1879 to 1968, wrote widely, his major work being the editing of the Official History of Australia in the War of 1914–1918.

DUNCAN, Walter George Keith, (known as "Dunc") born in 1903 at Sydney, was educated at the Universities of Sydney and London, studying political science and sociology. He also spent two years in the United States, making a special study of immigration. In 1932 PORTUS asked him to become Assistant Director of Tutorial Classes in the University of Sydney (Director from 1934). The two men became very close, and formulated very similar views on adult education, preserved in Duncan's "Reports" and Portus's book of memoirs. In 1951 Duncan again followed Portus to become Professor of History and Political Science in the University of Adelaide until his retirement in 1968.

HARDIE, Charles Dunn, born in 1911 at Glasgow, Scotland, was educated at Cambridge University. From schoolmaster in 1937, he became Lecturer in Education, Moray House, Edinburgh, and then Professor of Education, University of Tasmania, in 1946. He has written several books, and many articles.

PORTUS, Garnet Vere, (known as "Jerry"), was born in 1883 at Morpeth, New South Wales. In 1902 he decided to become a parson, and was sent to the University of Sydney (1903 to 1905), where he won a Rhodes Scholarship to Oxford (1907 to 1909). For the next four years he was a parson. In 1914 he accepted a one-year post in the University of Adelaide, but for the rest of the Great War he was a military censor in Sydney, occasionally helping ATKINSON with Tutorial Classes. In 1917 he moved from his ministry by becoming Assistant Director of Tutorial Classes; and the following year he became Director, and Lecturer in Economic History. In 1934 he moved from adult education by becoming Professor of Political Science and History, University of Adelaide. He retired in 1950, and died in 1954.

SMYTH, John, was Principal of the Melbourne Teachers' College from 1903 till his death in 1927, and Lecturer in Education at the University. From 1918 he held professorial rank.

STEWART, David, 1883 to 1954, born in Leith, Scotland, left school in 1895, and was apprenticed as a cabinet-maker. In 1910 he came to Sydney. In 1913 he was appointed convener of a Labor Council Committee on Education, which recommended an education scheme along W.E.A. lines. On 3 November 1913, with Stewart in the chair, the W.E.A. of N.S.W. was formed. Stewart worked with BOARD successfully to urge the University to accept the idea of a Joint Committee. He was General Secretary of the W.E.A. of N.S.W. from 1913 till his death.

THORNDIKE, Edward L., 1874 to 1949, the great United States psychologist, demolished "mental discipline" in a three-fold report called "The Influence of the Improvement of One Mental Function upon the Efficiency of Other Functions" in *Psychological Review* 1901 (8: 247–61, 384–95, 553–64).

Commentary

It is expected of administrators that they state their goals. Teachers, a more numerous group, and the vast body of students also have ideas about goals in adult education, but they are seldom written up. Consequently it is no surprise that the outstanding writings on goals come from four top administrators.

Within these four contributions (but it runs all through the readings) there are two distinct polarities*. The division is not logically necessary, but practitioners tend to be drawn, for personal or institutional reasons, towards one or the other. One position emphasizes a teacher who is an authority in a subject and who exposes his students to the discipline of that subject. The other emphasizes the environment of learning in which students undergo experiences which they relate to previous experiences and attitudes. Both positions become distorted by the polarity, both can be relevant in different circumstances, and both are needed for a complete picture of educational provision. For ease of reference they will be called Intellectualism and Generalism; these names are meant to have only a vague appropriateness, because the positions will be defined from the readings.

Goals of Generalism. Because, says Biaggini, most men's and most women's "intellectual power is not great" "much, if not most, adult educational work should be of [a] descriptive and elementary kind". This Portus calls "spaciously conceived", and Badger "widespread adult education". Beyond traditional matters it also includes such areas as "music, theatres, travel, hobbies, and the arts and crafts" (Portus).

The first goal towards which these are all means is personal growth, "to develop the capacities of the individual" (Portus), "the fullest development of which he is capable" (Badger), so that he can "go on growing" (Duncan). The second goal for such people is "enlightenment" on "problems which spring directly from their own personal life", in "their jobs, their families, and their recreations" (Duncan). The third goal is social effectiveness; Badger argues that mass democracy demands that ordinary men and women be educated for it, after reaching adulthood; and Portus that they will have to modify society to enable the other adult education goals to be maximized.

Goals of Intellectualism. For a minority of students, so the argument runs, Generalism is inappropriate; these are the "superior . . . the able . . . [those] of marked ability" (Biaggini). For them analytical rather than descriptive studies should be provided. In Portus's words this is "a training of the intellect", a presentation of facts and a thorough examination of them, leading to "knowledge". This minority could cope with the list of things Duncan opposes: lectures, in "subjects", based on an expert's opinion of what is needed, dealing with problems that need not be related to students' own experience, and that are discussed in abstract language.

The other reading, placed first in the selection, is a root-and-branch criticism of the received wisdom from which the four administrators argue. It urges that the process of reaching goals be tested by "operational research", "to enable us to take more rational decisions".

* * * * * * *

RESEARCH CAN MODIFY BUT NOT PRESENT GOALS

C. D. Hardie, from "Research and Progress in Education", the 1965 John Smyth Memorial Lecture; in *Australian Journal of Education,* October 1965, pp. 229–32, 238

A typical situation is where some hypothesis is set up and a piece of research is designed by which it can be refuted. For example, the hypothesis might be that there is no difference in intelligence between students in the Faculty of Arts and students in the Faculty of Science at the University of Melbourne at the present time. An hypothesis of this sort is often called a null hypothesis, and it is tested by comparing the characteristic under consideration (in this case intelligence) in two random samples, one drawn from the Faculty of Arts and one from the Faculty of Science. If the difference between the samples is significant at a previously agreed level, then the null hypothesis is rejected. In less technical language, this just means that if the two samples differ to such an extent that it would be very unlikely for such a difference to arise in two random samples drawn from the same population, then we conclude that the samples could not have come from the same population. Now this is straightforward so far as it goes. But it is important to be clear that what has been proved, or rather shown to be very probable, is that the population of Arts students at present in the University of

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*The wording of this paragraph owes much to C. Duke: "The Liberal and the Socio-Emotional: the need for a synthesis of approach in adult education" in A.J.A.E. November 1970.

Melbourne is more intelligent (let us say) than the population of Science students at present in the University of Melbourne. But no conclusion can be drawn about students in other universities or about students at Melbourne at other times. For the two samples chosen are not random samples from these different populations and it is legitimate to reject the null hypothesis only if the samples concerned have been selected at random. I do not wish to belabour this rather trivial point, but it is not uncommon for even very reputable researchers to draw conclusions far beyond that to which they are entitled, and even on some occasions to fail to make clear the populations about which they are drawing conclusions. I believe that the tendency to do this arises because these experimenters imagine they are establishing a generalization or law similar to laws of nature in the older sciences.

It is, however, very important to understand that the role played by any such generalization is very different from the role played by generalizations that form part of a theory. For the latter are used, as we saw, to explain our past experience and to predict our future experience. But suppose we have established that students in the Arts Faculty at the University of Melbourne in 1965 are more intelligent than students in the Science Faculty. This is useless as regards explanation and prediction. Let us suppose John Doe is an Arts student and Richard Roe a Science student in 1965. Then the generalization is consistent with John Doe being more intelligent than, less intelligent than, or just as intelligent as Richard Roe. How then do such generalizations function?

It seems clear that if they have any function, or play any role at all, it is in the framing of policy. During most of its sixty years or so of existence, I believe that research in education has suffered just because it has been called "research". As such it could be expected to produce that combination of theory and experiment which has been so successful elsewhere, and so to provide both explanations and predictions. This it has failed to do, and, so far as we can tell at present, will fail to do at least for a very long time. The sooner this is realized the better, for as long as a pretence is kept up that research in education is like ordinary research then it will continue to be despised by workers in other fields. This is the explanation of the fact, which I mentioned at the outset, that few teachers in schools and universities take such research at all seriously. But what can be of value in education is what is called elsewhere "operational research" (or sometimes "operations research"). The aim of this is entirely different from the aim of ordinary research. Its aim is not to acquire knowledge by which we can explain or predict, but to enable us to take more rational decisions. If, for example, it is thought to be important that the more intelligent students in Melbourne should study Science rather than Arts, then an investigation which showed that in 1965 the level of intelligence in Arts is higher than that in Science is of relevance. For it means that decisions may have to be taken to attract abler students into the Science Faculty. Such decisions will be more rational if based on generalizations established as a result of investigations of this sort.

Let us look for a moment at the traditional way by which decisions in education have been made, and very often still are made. This is what may be called "the committee method". Committees are appointed by the decision makers, and are expected to meet, or at the very least to correspond, and to produce after due discussion the solution of a problem or a recommendation for action. It would be unfair to condemn this method too severely. Some committees are of value, particularly when the decision maker wants to postpone a decision, or when he wants a compromise of different points of view, or as has been known to happen when he wants to evade the responsibility of making a decision. But many problems in education are unsuitable for committee solution.

Examples of the harm which has been done by committees in education will be familiar to you all, especially when committees are appointed to represent different interests. For it is then most unlikely that any decision will be reached that is opposed to any of the interests that are represented. But what is perhaps worse than the actual conclusion reached is the reliance on a method which by its very nature is unsuited to the problem. We tend to smile in a superior way at committees in the dim and not-so-distant past that wrote about, for example, Latin and mental discipline. But committees in our own time, composed of leaders in the field, have written about the three types of pupil that can be found at age eleven plus, about the abolition of privilege and the establishment of shared ideals by the common school, about the advantages of the non-graded school, and so on. But it would be most unlikely that problems such as these could be solved by reminiscences exchanged round a table. If they are to be solved–if indeed they are to be given meaning so that we can even be clear what the problem is–they have to be analysed, and data obtained either by observation or deliberate experimentation in the way in which Thorndike, for example, finally exploded the hocus-pocus about mental discipline in high-school studies.

"Operational research" is the name given to this better method for arriving at decisions. Historically, it was, I think, pioneered by Sir Robert Watson-Watt, the inventor of radar, who described it as "The application of the basic scientific methods of measurement, classification, comparison and correlation to the selection of means of attaining, with the least expenditure in effort and time, the maximum operational effect which could be extracted from the available or potentially available resources in personnel and material". Since the early days of the war operational research has established itself not only throughout the fighting services, but in such other fields as economics and industrial management. Now it seems to me that Watson-Watt's account of operational research is a very good description of what we might try to mean by "research" in education. Research in this sense is not the acquisition of knowledge for the purposes of explanation and prediction, but a means of enabling us to take decisions that will lead to the maximum effect from the available resources. It is this which has led to the terse description of operational research as "scientific preparation for decision" . . .

If I may now summarize the conclusions that I would draw from all this argumentation, they are these:

1. Research in education, if interpreted in the usual sense of seeking knowledge with which to understand our experience, has been quite unsuccessful, and there is no reason to suppose that it will be successful in the foreseeable future.
2. If research in education, however, accepts the more modest aim of providing reasons for changing some aspect of education practice, then it has quite a number of achievements to its credit, and may look forward to many more. In particular, administrators should look more and more to their research staffs rather than to committees when seeking advice about what to do. This means, of course, that research staffs should be chosen from people who have some understanding of operational research—even if that understanding has been gained outside the field of education.
3. Progress in education can be expected to result from this kind of research, but other factors are likely to remain more influential, at least in the immediate future. General social and political conditions will always be important, but the most influential source of progress for a long time to come will be the teacher. In particular, a better training for all teachers with special study of the ways in which communication takes place should have top priority.

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OUR GOALS SHOULD BE INDIVIDUAL DEVELOPMENT, IN A COMMUNITY

G. V. Portus, from (a) *Happy Highways* (Melbourne, 1953) pp. 189–91, 198–9; and
(b) *Australian Highway* 10 August 1928, pp. 207 ff.

(a)

There has been very little speculation about the theory of adult education in Australia, and not much in the world at large. Indeed, the history of adult education has yet to be written. An adequate account of it would enrich the conventional concept of education, though it might startle the pedagogues. We used to lay great stress on the aim of enabling the adult to get the best out of himself, to develop his latent capacities. But no adult can do this except in a community; and this immediately introduces a social aim. However much we may argue that individuals are ends and not merely means, the fact remains that they can only realize themselves in society. This requires that any individual's pursuit of self-realization must not interfere with that of other individuals who are, similarly, trying to get the best out of themselves. Therefore the adult must be helped to understand the community—or communities, for there are more than one in which he lives. Thus adult education has a second aim of educating for citizenship, as well as a first aim of encouraging individual development. So far we could go with the blessing of the universities and of the academically minded. But this second claim implies that the social environment should be modified or altered if it is not such as to permit the individual to make the best of himself without interfering with the just claims of others to do the same thing. Here, then, are three aims of adult education growing out of each other: (1) to develop the capacities of the individual; (2) to fit him for the society in which he lives; (3) to give him the will and, if it can, the power to modify that society where change is necessary to secure the proper development of the individuals who live in it.

It was over this third aim that we used to get into hot water. The whole purport of a tutor's lectures might be that change was desirable. Indeed, it was difficult, when surveying society from the political, the economic, the psychological or the international points of view, to avoid such an implication. Moreover, no healthy society can be stabilized at a certain stage of development, and thereafter remain static. The degree to which this occurs measures the degree to which that society has become moribund. So that some of us never hesitated to point out the weaknesses and faults in the contemporary social structure. And we hoped to stir the hearts and wills of our students to remedy these things. But at that point we stopped. We were not prepared to specify what particular agency should be employed to carry those wills into effect. We were prepared to discuss with our students the agencies that claimed to be able to do just these things—political parties, churches, communist organizations, social credit movements, single tax leagues and the like. But we deliberately refrained from urging allegiance to any of these schemes upon students. That must be their own decision and their own choice.

Here we encountered criticism. The conservatives of the right complained that we unsettled the minds of our students. We sat in judgment on the existing social system which, they hinted and very often said plainly, was the crown and goal of the ages and part of the order of nature. They resented criticism of an environment which was very satisfactory to them, since it had put them where they were and wanted to be. The more tolerant of our critics from this side said we were "misguided". Others told us roundly that we were "dangerous reds". On the other hand, the communists and the left generally accused us of sitting on the fence, and not having the courage of what they said were our convictions. They wanted the workers to be class conscious, and not open-minded. They told us we were not game to teach Marx. They meant, of course, that we would not lay the doctrines of Marx, of Engels, and of Lenin before our students as an incontrovertible gospel which must not be criticized. They said we did not manufacture revolunionary zeal. They were wrong in this last contention. We did manufacture quite a bit of revolutionary zeal, but resolutely we refused to harness it to any particular chariot. They called us "wolves in sheep's clothing", "lackeys of the bourgeoisie", and "capitalist hirelings". The word "stooge" was not then current.

All this is symptomatic of the stark social disunity that exists in modern society. I cannot see how it is to be overcome without a far wider extension of adult education in controversial matters than we have hitherto achieved . . .

A great deal has been said one way and another about the need for adult education if leisure time is to be filled fruitfully. There is much in this contention, and presently there will be much more. It is not unwarrantable to assume that eventually atomic energy will be harnessed to man's peaceful purposes. This will mean a progressive decrease in the hours of labour, with more leisure all round. How is this leisure to be occupied? The prospect of watching an unending series of Test matches by day, and non-stop trots and dogs at night, will become less roseate as these diversions cease to be marks of privilege. Custom will stale their by-no-means infinite variety. Then a new kind of adult education might well come into its own. It would have to be spaciously conceived to include music, theatres, travel, hobbies, and the arts and crafts that give men and women a creative outlook. Indeed many agencies for doing these things already flourish—more so in Britain than in this country. There would still be a place for certain types of adult education under the guidance of universities. But these newer types would need to be freed from the control of academic mandarins and shorn of any suspicion that they are a gesture to the under-privileged. Participation in them must be a right which all citizens can claim as freely as they can now claim pensions, insurance, libraries, public gardens, and swimming pools.

On the other hand, when I think of some of the privileged people of today who are able to fill their ample leisure in any way they wish, I feel a trifle uneasy. How many of them employ their spare time in occupations which might conceivably come under even the widest concept of adult education? As I write, there unrolls on the screen of my memory a series of "close ups" of well-to-do men I have known, engaged in their customary evening occupation. The managing director of a large business who went off night after night to his club to play bridge. A merchant who sat before his wireless set, twiddling the knobs, listening to variety programmes, and turning to crossword puzzles when these failed him. A solicitor who read the evening paper, which he had already read on his journey home, for a couple of hours each evening. A landowner who drove into a country town every week-night to watch and to play billiards on a public table from 7 to 10 p.m. A legislator who filled in most of his spare time with thrillers and detective stories. A doctor who fiddled away all his leisure evening hours in sleep interspersed with futile argument. It would be hard to say that any of these men, with the possible exception of the legislator, was a public-spirited citizen. In fact, they regarded public-spirited people as cranks and nuisances. Are the adult educators of the future going to make any attempt to persuade such men (to say nothing of their womenkind) into more fruitful leisure spending? Up till now we have tended to regard this class being beyond the area of our ministrations. Yet in my experience, doctors, lawyers, engineers, captains of industry and merchant princes, together with the females of these species, need adult education just as surely as moulders, tram conductors and typistes.

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(b)

What the worker wants from education according to the Labor College and the Plebs and the Communists, are the theories which fit in with his desires. But that is exactly what the conservatives and super-patriots are asking—no more than that! All they want are the theories which fit in with their desires. The W.E.A. dares not give its students as little as this—neither on the one side nor the other. It claims the right for its students to look at all the facts to which it can gain access. Our critics tell us that we don't teach working-class Economics. And the answer to this question boils down, first of all, to this: What do you mean by the word "teach"? If you mean by "teach" that we do not lay the teachings of Marx and Engels and Lenin before our students and say, "There—that is true gospel—no criticism that ever has been made of these thinkers is worth a dump. It has all been inspired by a desire to keep the workers downtrodden and oppressed." If that is what you mean by teaching working-class Economics, then your charge is true. But if you mean by "teaching" Marx's economics and Lenin's theories that we do not expound these things, then that charge is demonstrably false. We are perfectly willing to tell our students what Marx said and what has been done in Russia. We are willing to explain it. If students think, after examination of the facts, that what Marx said is true, if they think that what has happened in Russia has been a confirmation of the Marxian teachings, then they can hold these views. Individual tutors and individual students can hold these opinions if they care to do so, and if they are willing to defend them and to discuss them. But if other students or tutors do not feel that their reading and their examination confirm these theories, then they, too, can say so. We refuse to make a dogmatic insistence upon these views a feature of our teaching. And, equally, we refuse to make it a condition of membership of our Association.

And, in the long run, we are doing a service to the workers of the world by our attitude. If the workers are to rebuild the social system in accordance with the ideas of Marx and Engels, and Lenin and J. F. Horrabin, and Eden and Cedar Paul, and Stalin and the rest, is it not of supreme importance that they should know all that can be said in criticism of these doctrines and ideas? Are the workers of the world going to march out to battle with no knowledge of the forces opposed to them, and with no acquaintance with the strategy that has been previously used against them? This business of meeting in groups to reiterate the dogmas of one particular class or school, will it do much more than confirm a man in the thirty-nine articles of his creed? And if a group of persons, whose outlook is based on the same traditions, goes on meeting in order to encourage each other in convictions already held, is this not something that comes perilously close to a mutual admiration society?

I am not despising the place that propaganda can play, and has played, in the history of the world. It has its uses and its place. But propaganda is not education. The teacher who comes before his audience, whether that audience is a group of workers, or a University class, or a session of Parliament, or a congregation in a Church—I say the teacher who comes before his audience with a set of opinions which he tries to urge upon his hearers, who tries to convert them to his ideas, who tells them that this is the truth, this is the faith once for all delivered to the Saints, that this is the dinkum dope, that this must be believed if salvation is to be assured, this teacher is a propagandist. His ideal of education is dogmatic. Whereas the teacher who approaches his audience with a set of opinions, but, having expounded them, invites criticism and discussion of them by his hearers in the hope that from such discussion there shall arise a combination of his wisdom and theirs, and so the result shall more nearly approximate to the truth about things—such a teacher is not a propagandist, but an educator; or, to put it another way, he believes not in dogmatic education, but in controversial education . . .

I should like to say two more things before I close. The first is this: I do not believe the workers can do without the intellectuals. Look back on working-class history since the Industrial Revolution—since the advent of Industrial Capitalism. One of the worst reactions of the new era was the child slavery and exploitation of women in the new factories. Who led the crusade against these horrors? Shaftesbury, an English peer; Oastler, the Yorkshire Tory, who is now almost entirely forgotten by the working class to whom he gave his life; Bull, an Anglican parson; J. R. Stephens, a Wesleyan minister, expelled from his church because of his advocacy of reform. Who was it that worked for the legalization of Trade Unions, and did more than any man to make workers' combination possible in the dark days of the early nineteenth century? A bourgeois, Francis Place, the master tailor. Who was the foremost figure in English Socialism in the thirties, twenty years before Marx? Robert Owen, the factory owner. And Marx and Engels, themselves, who were they? Marx was a University man, an editor, a product of the University of Jena. He never was a manual worker. All his life he was a student. His friend Engels was a well-to-do cotton spinner, upon the earnings of whose factory Marx and his family largely lived. And you can come right down to today. Who was Lenin? The descendant of an old Russian landed family; in short, a Russian nobleman. And Trotsky?—a middle-class Russian Jew—a typical bourgeois by birth.

This list could be multiplied and expanded, but I have said enough to make my point that, over and over again, the workers have found their leaders from among the ranks of the intellectuals. And the workers cannot do without the intellectuals, cannot do without what produces the intellectuals, and that is the training of the intellect, which means education and not only propaganda.

And that brings me to my last word. The real weight of the Communist and Labor College charge against the kind of teaching which the W.E.A. offers is this. It does not manufacture revolutionary zeal. "You want to give the workers 'an open mind'" they say. "Very well, we of the Labor College are not anxious to give the worker an open mind, because an open mind results in a policy of indecision and leaves students sitting on the fence. We, on the other hand," they continue, "want to bring the worker off the fence, bring him down into the field of battle, make him class-conscious and not open-minded. We want to educate his passion and his zeal more than his intellect." Now that is the real background of the criticism against the W.E.A. as an educational institution. If our critics will honestly put their cards on the table–is that not what their charge amounts to?

How can the W.E.A. answer that criticism? Well I think if we are to be honest, we must admit that our critics are right. Our classes do not manufacture revolutionary zeal. I say that as the result of having watched and worked in the Movement for fourteen years. But I want to say this as well. It is not our aim to manufacture revolutionary zeal. We have no aim beyond education–the aim of drawing out of a man all that is best and most useful in him for his fellows. And in the process there is enkindled a flame of social service and social altruism. The direction of this impulse we leave to our students themselves. If the desire for social service takes the form of joining the Communist Party, or the Labor Party, or serving on a Free Kindergarten Committee, or preaching in the Domain, that is not our affair. But we do think that our students are better Communists, better politicians, better kindergarteners, and better preachers because they have faced the facts of social life and tried to understand them, because they have not tied their minds to the repetition of certain formulas and convictions. I am going to leave this aspect of the W.E.A. as an inspirer of social idealism to Mr. Stewart. All I would say here is that, if the Labor College as a propagandist institution, wants to train propagandists, then it will train better propagandists if it submits them to a preliminary period of education. That I take to be the real function of the Labor College. It should not be quarrelling with us. It should be taking our students and directing their talents and their aspirations along the lines of working-class policies, working-class service, and working-class emancipation. To use a metaphor taken from the Universities–the Labor College ought to be a place where a working-class student does a post-graduate course in working-class policy and ideals, after having had a preliminary education which is not propagandist in aim at all. There is room for both the W.E.A. and the Labor College in this view.

For, after all, the new social system has not only to be won. It has also to be run, as the Russians have found. Revolutionary zeal is not enough. The facts of social life, as they stand today, will engender a desire for a better state of things in the heart of every man of goodwill. It is no wonder that there is a passion for justice in the heart of social reformers. It is no wonder that they want to enkindle their passion in the hearts of their fellow-men. It is no wonder they desire to manufacture revolutionary zeal. But I want to warn you that all this passion for justice is not enough to accomplish the permanent regeneration of society unless you have knowledge. By passion you may achieve strength. A turn of the wheel may put you in power. But you have to stay there, and it is then that mere passion may prove a broken reed to pierce the hands of those who lean upon it. It is knowledge alone that will put a sharp sword in those hands. Revolutionary zeal may give them strength, but strength without equipment will avail nothing. The victory will be to those who think not with their inclinations, but with their intellects. Cricket is not the only game in which the two-eyed stance is profitable.

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EDUCATION SHOULD BE DISTINGUISHED FROM THE IMPARTING OF USEFUL KNOWLEDGE

E. G. Biaggini, from *Education and Society* (London, 1939) pp. 119–22, 136–40

We must have the courage to admit that the evidence shows very plainly that much, if not most, adult educational work should be of this descriptive and elementary kind. The people tested were for the most part pleasant, tractable, agreeable men and women of from sixteen to forty-six years of age, and of an average age perhaps of twenty-five years. They are in fact the raw material of which society is made, and on the whole they are a very satisfactory raw material, and certainly so satisfactory that to adopt any attitude of superiority towards them would be unforgiveable snobbery; we have in fact to do for them all that can be done. But the truth is that their intellectual power is not great, and that no gigantic machine for training the backward will ever make it great. The thing to be done for them is, as has been intimated, to provide them with elementary work of good quality rather than with advanced work of bad. Thus they should be taught descriptive economics rather than analytical economics; economic geography rather than banking and currency; descriptive science rather than physics; elementary logic rather than metaphysics; the story of history rather than history, and so on. But as we do this we must not deceive ourselves; such work is not education in the best sense of the word at all, so much as the imparting of useful knowledge, which will make the pupils better informed than they would otherwise be, and thus create a more intelligent public opinion with its obvious individual and social benefits. And for those unable to derive much profit even from this kind of work, actual occupation rather than study must be provided—carpentering, canary-keeping, and what not. The division between the groups doing these different kinds of work need not be absolute, and students should be able to pass, and often should pass, from one to the other, but the principle of the division should be clearly recognized by those who control policy. If it is not, the grave risk of letting the student down from above will be incurred, a danger so considerable that it must be discussed at some length later in our argument. In the meantime, however, we will give our attention, not to the needs of the mass of students—the average and less than average men—but to that very much smaller group made up of superior men.

The first thing to be said about the students of marked ability is not new, but it cannot be stated too often—both in their own and the public interest, the able should be cherished, and everything possible should be done for them. The personal problem for the people represented by those students who came out well in the tests—the true adults—in shop, office, and factory (and sometimes even in the home), will be to adjust themselves to an environment hostile to their best values, and to find a way of life in a community which is more and more contemptuous of the decent aesthetic and intellectual standards it regards as highbrow. It might be argued perhaps that the kindest thing to do for the able people who by their poverty are shut out from the universities and doomed to a life of frustration, would be to foster within them a spirit of complacency rather than to make them increasingly aware of what is going on about them but there are higher policies than kindness, and most readers will agree—and the students themselves certainly will—that the risk of adopting a different and braver course should be taken. If life is to bring a sense of frustration to these choice spirits, they will adapt themselves the better if they understand their environment, and there is always the odd chance that salvation in the form of congenial work may come their way. And we must, too, pay them the compliment of realizing that they can look after themselves and will, if we delude them, find us out: censorships are not for them; they can read books (if they want to) without being corrupted by them, they can see deeds of murder and violence on the cinema without wanting to do murder and violence themselves, they can discipline their feelings and control their passions without the fear that in later years their 'repressions' will drive them mad, and they can even live with their eyes open in a monstrously crooked world and still retain their reason. To the true adult no lie is noble and our policy should be to increase and not to destroy his integrity, to awaken him and not to comfort him. Our real problem is, how, when he is awake, are we going to persuade the sleepy to heed him, but that is a question to which we must return later. Before we do so we must say a word about why in the social interest the superior man must be cherished.

The obvious social function of the true adult is to leaven the mass, to play an active if quiet part in the formation of a sound public opinion, and to be a conscious or unconscious vanguard against the vigorous forces of corruption working in our midst—in short, to be philosopher-citizens if not philosopher-kings. This is specially true of the 'worker' students whose work was examined in earlier chapters, for the majority of them come from the poorer classes, and are consequently debarred (except in very rare circumstances) from entering the professions and other pleasant and well-paid work, and must be content to pass their days in the positions to which it has pleased God to call them. But this need not be all loss (except perhaps to those immediately concerned), for, if we can cultivate the minds of a sufficient number of the masses, the best thought of our time will be more potent in our common life. It is educated men and women rather than efficient schools who determine the tone and the nature of a society, and the more philosopher-citizens we have in the workaday world the nearer civilization shall we be . . .

The gravest risk we run in following a policy radically different from the one that has been proposed, is that we shall invite the catastrophe of a debasement of standards, a scaling down of our values, and the false assumption that there are levels of criticism—all those things in fact which social philosophers from Spengler downwards say we are actually doing today. These gloomy observers may merely be crying wolf, but when serious people sound alarms it is as well to beware; civilization is not the stable thing it is commonly assumed to be, but on the contrary it depends upon a precarious balance of forces increasingly difficult to maintain. And the most insidious dangers are those which come unseen from within, rather than the more obvious and dramatic external ones with which at any rate we can attempt to grapple. With a public mind that functions in the way the evidence has shown, there is the ever-present danger that we shall fail to resist what Professor Tawney calls "the clamour for the commonplace which is the appetite of the natural man, and of his eager hierophant, the practical reformer", and that in our attempt to meet the common need we shall sacrifice our integrity and lose our hold on our best values. This is how catastrophe might come, as those competent to know say it probably came to the ancient world. If only for negative reasons, then we must save the natural man from himself, we must dig in our heels and resist to the utmost his clamour for the commonplace. That is the way to safety for us all, and to a state of high culture for those of us who want it . . .

The reader by now may be restless and picturing to himself a state of society in which we shall have an intellectual elite and a common herd. But if this view has formed in his mind he must be reassured, for nothing of the kind has been proposed or (what in the present circumstances may be thought more likely) suggested or implied. On the contrary, we can agree with Mr. Eliot that "an elite which is only recognized by itself is in a bad way". (*The Criterion*, July, 1932, p. 67). When in an earlier work the present writer put forward—and, as he thought, laboured—views similar to those that have been expressed here, he was taken to task by the late Mr. Alan Monkhouse in an essay entitled "On Going to the Dogs". "Are we", Mr. Monkhouse asked, "to have two literatures, two dramas, two schools of painting? It may be said we have them already, but would it not be nearer the truth to say twenty rather than two? There is no harm in that, but to wear the particular badge of inferiority, to make the division absolute, would be a social calamity. Are we threatened with an aristocracy more terrible than any we have suffered from before?" The answer to Mr. Monkhouse, and others who may share his fears, is to remind them of the true danger: what we are really threatened with is not an aristocracy at all, but with a dictatorship of mediocrity, a monstrous thing as cruel as it is strong. The fastidious are at present fighting a rearguard action which in all probability they will lose—that is the threat . . .

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SOME SOCIAL TRENDS, AND SOME INDIVIDUAL NEEDS, SHOULD MODIFY OUR GOALS

C. R. Badger, from (a) *Adult Education in Post-War Australia* (Melbourne, 1944) pp. 11–17;
and (*b*) Council of Adult Education Minutes, 20 June 1947.

(a)

The case for widespread adult education is more powerful than ever before, because the problems which confront modern societies, especially in the democratic countries, are extremely difficult and complex and demand an educated population for their solution. Modern democratic society requires from its citizens a very high degree of responsibility and a quite unusual combination of judgment and knowledge. Democracy is still on trial. It is a vast experiment in which the qualities of the average man will be tested to the uttermost, and a society which attempts to govern itself by democratic methods and neglects to educate its citizens risks failure—indeed, is foredoomed to fail.

"If we want every citizen to have the chance of the fullest development of which he is capable," writes Dr. C. E. W. Bean in his excellent recent book, ***War Aims of a Plain Australian*** (War Aims of a Plain Australian, C. E. W. Bean, p. 93. Angus & Robertson, 1943), "it is obvious that we must provide a system of education capable of so developing him; but that is not the only, or, perhaps, the most urgent, reason why education is vital. It is essential if we are to maintain the social or political framework of democracy, which alone can furnish its citizens with equal opportunities. If our democracy is to be founded in any degree on private enterprise, education of the future employer to an increased sense of trusteeship for his workers and fellow citizens is the paramount condition, failing which that system will break down as surely as the sun rises. If our democracy is to be based on socialism, education of all citizens in their responsibility to the State is equally vital. If our representative system is to continue, we must educate the electors sufficiently to enable most of them to understand the issues and principles of life in a co-operative society."

The sort of education demanded by Dr. Bean and readily recognized as essential for the citizen of today is an education which can be given to adults, which, indeed, in the fullest sense, can be given only to adults.

Chapter One:Section One:Goals

As Sir Richard Livingstone has forcefully pointed out in his brilliant book *The Future in Education*, genuine education in citizenship can be given only to those who have had some degree of practical experience of life or its problems. "We have," he writes, "wholly overlooked a vital principle in education. Its neglect is largely responsible for the limited success of the education we have; and the great problem of national education will never be solved until we take it into account. The principle is: That almost any subject is studied with much more interest and intelligence by those who know something of its subject matter than by those who do not: and, conversely, that it is not profitable to study theory without some practical experience of the facts to which it relates" (Sir Richard Livingstone, *The Future in Education*, p. 7. C.U.P., 1941.). The acceptance of this truth, as a principle of educational practice, demands that the most important part of education–that which fits a man for active and intelligent participation in the life of his community, that which enables him to understand the world he lives in, that which helps him to decide for himself the complex and confusing issues presented to him by social and political life–shall be given at some stage decidedly later than the normal school leaving age. The education given to children is not adequate for these purposes, so provision must be made of education when the recipient is ready to receive it.

The vast majority of our children leaves the elementary schools at the age of 14; a small number receives secondary and technical education after this age, while proportionately only a handful is able to continue studying up to and beyond the university level. Very few receive the sort of education which is a genuine preparation for life. Nobody seriously supposes that the child who leaves the state school at the age of 14 has received all the education from which he can benefit, or that the education he has received is enough or of the right kind to fit him for the duties and responsibilities of citizenship. Yet we do no more. Failure to provide for further education means that the effort expended in the preliminary stage of education is partly wasted. As Sir Richard Livingstone forcibly says, "The chief uses of our present elementary system are to enable a minority to proceed to further education, and the rest to read the cheap press . . . Consider what a child has learnt by the age of 14. He can read and write and do arithmetic. He has made a beginning in many subjects, and received a training which enables him to use an opportunity of learning more. But of history, except in a superficial sense, he knows nothing; of the forces that affect the fortunes of the country, which as a voter he will help to determine, he knows nothing; economics, historical traditions, political theories are a closed mystery to him; he will have opened the great book of literature but he has had little time to turn its pages; of science he is even more ignorant." (op. cit., pp. 3–5.)

Our present denial of opportunity for further education does not mean that the child thereafter ceases to learn. Learning is a life-long process, whether we will it or not. The denial of opportunity for well-planned education means that the teachers hereafter are the street corner and the racecourse, the bar-room, and the sports ground, the radio, the press and the cinema, the political meeting and the chance book or pamphlet. There are other educators too, other teachers, such as the factory, the office, the trade union, the sports club, the church association, and innumerable other agencies. Some of these are good and train men in the ways of co-operative living, some are bad, none are adequate. The education they give is haphazard and unsystematic, neither controller by social purpose nor enlightened by reflection. It is certainly a responsibility of any civilized community to see to it that there are other teachers, and other means of education, helps and aids of many kinds, to help make the citizen and build the community.

There are indeed other reasons, of an even more practical kind, for advocating a great extension of adult education. It is often, and quite wrongly, assumed that education, except of a very specialized sort, imposes an economic cost on a society, and that the benefits it gives are not economic, but social. The fallacy of this view is easily exposed. It can readily be demonstrated that the great economic advances of the 19th and 20th centuries are due to increased knowledge. It is, in fact, the rapid increase of knowledge which sets the most difficult problem for modern economic societies, problems of adjustment, of standards of living, of men to new kinds of work and of supply to demand. Wealth and welfare increase only as man's control over nature becomes more direct, more conscious, more understanding. The modern world could not function at all, at its present level of efficiency, without mass education. As new knowledge becomes available and as new techniques of production are evolved, a corresponding rise in the educational level of the people becomes imperative. Not only is it necessary to have a more highly educated working force, managerial, accounting and technical staff; it is essential that the whole population should be better educated, or many of the benefits of innovation will be lost. With an increased power of production and with more efficient form of production, the character of demand changes. Some part of these gains in productive technique is taken out in increased leisure–and economic opportunity is created in the multitude of agencies which now seek to enable men to employ their leisure with greater satisfaction. New industries, meeting new wants, spring up; older industries decay or change their form. A progressive society is a changing society. But a society composed of people whose minds are inhibited by defective or too limited education will invariably prove to be conservative and unwilling to change. Alertness, flexibility, quick understanding of the relationship between cause and effect, the significance of a general trend or movement, these are produced only by the best and highest forms of education, and it is upon the development of these qualities that we must depend if economic progress is to be maintained. There is no space here to expound or expand this view and to show all its implications, but the interested reader would do well to consult Professor A. G. B. Fisher's book *The Clash of Progress and Security* (Macmillan).

In this context it is important to observe that the contemporary demand for adult education is itself a symptom of this economic process. It is because our economic advance is already providing the possibility of greater leisure and of greater income that the masses can now enjoy something of what a minority has always enjoyed–i.e., an opportunity for civilized living. The attempt to satisfy that demand has immense economic implications. It means increased welfare, in the strict economic sense. It means increased employment and greater economic opportunity. Those who doubt this should consider the growth of broadcasting–considered a tertiary industry by A. G. B. Fisher. The full economic benefits of a broadcasting system can only be realized in countries which already have a relatively high standard of education. Alertness, flexibility, adaptability, are the conditions of economic success. Adult education is the most important single economic factor in the modern world.

Our failure to make adequate provision for the education of our young people after the school leaving age would not be so serious as it is now, if we had a well endowed, well equipped and widespread system of good libraries, art galleries, museums and other such centres, actively interesting themselves in education. But we have none of these things. None of our large cities or towns, except the capital cities, has a good public library. Even in some of the capital cities in the Commonwealth the libraries are very poor when measured by overseas standards, and when judged by the needs of the cities they serve. Outside the capital cities, there are only Mechanics' Institutes, so-called Free Public Libraries, which deal mostly in poor fiction. There is no national theatre, there are no good concert halls, no art galleries, museums, nothing which might help to make good the deficiencies of our backward educational system.

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(b)

Adult education may be said to have three main aspects or aims.

(a) To make good some of the limitations of the educational system of the State, which leaves the majority of the citizens without educational aid after the period of primary schooling ceases. The aim here should be to awaken an understanding and appreciation of art, literature, music, the drama and the cultivation of powers of reasoning and discussion, the dissemination of accurate information on social, political and economic topics, together with assistance in finding and assessing such information.

(b) To provide an educational service available to those who wish to develop to a further degree some special interest already acquired. To this end, a service might be developed to aid those who may wish to write short stories, novels, verse, history, etc., for those who wish to learn to paint or draw, to take part in dramatic work, either as actors, producers, stage designers, etc., and for those who wish to take an active part in some special field of public work, in politics, local government, or in community service of other kinds.

(c) To provide an educational service of a more utilitarian kind, related to the practical needs of the ordinary man or woman, especially in the field of child guidance, home making and allied subjects. In this field, something might be done to give help and guidance on semi-vocational lines, i.e. instruction in elementary English, for business purposes, refresher courses in arithmetic, simple accountancy and so on, for those who had these skills but who have either lost them from lack of use or who have never fully mastered them.

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AN INCLUSIVE STATEMENT OF IDEAS ABOUT GOALS IN ADULT EDUCATION

W. G. K. Duncan, from *Report on Adult Education,* Section II, pp. 10–11,
presented to the Tasmanian Parliament, June 1947

1. *The Need For Adult Education*

The first point that should be made quite clear is that adult education is not simply an effort to remedy defective schooling. It is a field of education in its own right, and the need for it will exist no matter what improvements are effected within the schooling system. There are at least five good reasons for this–

(1) The limited capacity of children to understand the world and its problems. The basic problems of economics and politics, of psychology and aesthetics, can be understood and appreciated only in the light of adult experience. They require an intellectual grasp, an emotional maturity, and a critical capacity which come only from an experience of the world.

(2) The limited time available in the schools. Even if children could understand the world and its problems, education would still be necessary beyond the school-leaving age. The world is so complicated, and the knowledge required to be at home in it and to master its problems is so vast, that the educational process requires far more time than is ever likely to be available to the schools.

(3) The rapidity of change in the modern world. The world is not only extremely complicated, it is also changing rapidly. Even if people stayed at school until they were 18, or 20 years of age, they would find, by the time they were 30 or 40, that their education was hopelessly out-of-date. Yet, it is precisely these middle-aged people who are reaching positions of power and responsibility within the community. If their minds lag behind the times, and their judgment proves defective, the whole community suffers. The problems of keeping this middle-aged group mentally young and alert is thus one of the greatest educational problems of our time. And the problem is growing steadily more acute, because, on the one hand, the world changes more and more rapidly, and, on the other hand, the proportion of middle-aged and elderly people in the community is increasing.

(4) The growth of propaganda. It may be argued that practical experience is a form of education, and that young people should be able to continue their education for themselves after leaving school. Confidence in this argument is undermined, however, by a moment's consideration of the influences which are brought to bear on young people after leaving school. Their knowledge of the world and its problems comes to them, in the main, through the press, the radio, and the cinema. The purpose of almost all these organizations is primarily to make money, and their methods result more often in misleading people than in "educating" them, in any disinterested sense. Young people need to be taught how to resist their influence, or at least how to discriminate between what is reliable and what is spurious in their appeals.

(5) The growth of leisure time. Leisure is no longer the ornament of a privileged minority; with the shorter working-week it is becoming more and more a common possession. And it looks like becoming a common social problem, for few people at the moment are equipped to meet the challenge of deciding for themselves how to gain genuine refreshment during their leisure hours. The individual is "not all there" while he is still a child at school; many of his most important interests, aptitudes, and powers have not fully developed until he is well on into his adult years. These interests and aptitudes may never develop fully, unless stimulated and directed by education. They are much more likely to atrophy, resulting in an impoverished personal life and a weakened community.

2. *The Distinctive Features of Adult Education*

Education, then, must cater for adults as well as for children. It should be continuous throughout life. But a continuous process of education is not the same thing as "continued schooling". Adult education has its own distinctive purpose, and its own methods, simply because adults are not children. Adults are physically mature, and no longer lead the sheltered life of children. They have social responsibilities–such as earning a living, supporting a family, and participating in government–which are unknown to children. Their needs and interests differ from those of children, and schooling (in its conventional sense) is no longer appropriate to meet these needs and interests.

Adults are more self-reliant than children. They have to stand on their own feet, and make up their own minds. The learning process for them is, therefore, less a matter of textbook instruction, and more "a process by which grown-up people exchange relevant information, take their own judgments in hand, and make them intelligent". This is the reason why adult education places so much emphasis on discussion and other forms of active student participation. Adults have also a wider outlook and a wider range of sympathies than do children. They are "political animals", or are "social-minded" in a way that children cannot be. This accounts for the "social reference" so prominent in adult education programmes.

This combination of individuality and social purpose is the distinguishing feature of adult education. It makes special allowance for individual contributions from the students (in the light of their experience of the world), and it encourages the organization of these contributions into some form of social purpose. These two qualities of individuality and social purpose are also marks of maturity, and one way of describing adult education is to call it the education of maturing people for maturity. The purpose of adult education, then, is to provide adults with the opportunity for experiences which are maturing.

One further point: the mental and emotional maturity which adult education is designed to foster spells qualities essential to the success of democracy—qualities such as mental vigour and independence, tolerance, social-mindedness, disinterestedness. This close correspondence between adult education and democracy is no accident. As a matter of history, adult education has prospered most in democratic communities, and, as a matter of everyday experience, a democracy requires that its citizens be educated. In the White Paper on Educational Reconstruction (issued by the Board of Education in July 1943) paragraph 85 reads as follows:–

> Without provision for adult education the national system must be incomplete, and it has been well said that the measure of the effectiveness of earlier education is the extent to which, in some form or other, it is continued voluntarily in later life. It is only when the pupil or student reaches maturer years, that he will have served an apprenticeship in the affairs of life sufficient to enable him fully to fit himself for service to the community. It is thus within the wider sphere of adult education that an ultimate training in democratic citizenship must be sought.

3. *The Scope of Adult Education*

Adult education must cater for the special needs and interests of grown-up people, and is designed to help them "go on growing". It starts with people as they are, with their existing range of interests, and from this as a basis tries to deepen and widen those interests. This approach has far-reaching implications, which are only now coming to be realized.

From the very beginning, adult educators tried to give point and significance to their lectures by relating them to the interests of their students. They gradually came to realize, however, that this was not enough. The whole content and focus of their lectures had to be altered in the light of these interests. Adults, they found, were more interested in "problems" than in "subjects", and had little respect for the boundaries which specialists find convenient and necessary. For life is not really divided up into compartments, and the problems on which adults seek enlightenment are problems which spring directly from their own personal life.

Adult educators are now beginning to wonder whether they can ever get very far with lectures, no matter what their content, and even whether adults should be brought together as "students" in specially organized classes and groups. If education is to become part of everyone's normal way of life, might it not be better to work through existing groups and organizations? Members of these organizations could be shown how the purposes they have in common can be widened and deepened and served more effectively by educational activities of various kinds. Education in such a context, would not only have a more general appeal, but would develop initiative and tend to become self-sustaining.

This endeavour to work through existing organizations would help, in still another way, to widen the range of adult education activities. It has been customary, until very recently, to restrict adult education to non-vocational studies, and to activities that are not "mere recreations". With very limited funds at their disposal, adult education authorities have felt obliged to concentrate mainly on what might be called "public affairs". No one would deny the urgent need to give people some understanding of the political and economic forces shaping their lives, and, if possible, some control of them. But neither can it be denied that the great majority of people are not very interested in public affairs. The need to understand these matters is not a very widespread *felt* need, and it is only on the basis of felt needs (or existing interests) that adult education can build.

The things which interest most people are their jobs, their families, and their recreations. If it can be shown to them that "politics" and "economics" have a vital bearing on these fields of interest, then they will become genuinely interested in the wider issues discussed in politics and economics. But the connecting links must be clear, and the wider issues must be discussed in terms which they can understand. Too often, in the past, adult education has given the impression of being both "up in the air" (because unrelated to problems within the hearer's own experience) and "over our heads" (because carried on in an abstract language difficult to follow). In a word, adult education has to learn how to be sufficiently simple, and how to make its approach through existing interests. even if they are predominantly vocational or recreational.

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Chapter One: Section Two: Governments

IDEAS ABOUT GOVERNMENTS' PART IN ADULT EDUCATION

Brief lives

BADGER: See Section One

BOWSER, Sir John, 1856 to 1936, was the Victorian Minister for Education in 1908, and Premier for four months in 1917.

HEATON, Herbert, born in 1890 at Silsden, England, was educated at Leeds University and the London School of Economics. In 1914 he became Lecturer in History, University of Tasmania, and Director of Tutorial Classes, University of Adelaide, from 1918 to 1925. He then became Professor of Economic History, Minnesota, U.S.A. (1925 to 1958).

SINCLAIRE, Frederick, of England, then of Melbourne, was lecturing for the Extension Board from 1909. He founded the Free Religious Fellowship, and edited *Fellowship.* In 1929 he became Lecturer in English and part-time Director of Tutorial Classes, University of Western Australia and Professor of English in Christchurch, New Zealand, in 1931.

SMYTH: See Section One

SUGDEN, Edward Holdsworth, 1854 to 1935, was the first Master of Queens College, Melbourne (1888 to 1928), and a member of the first Extension Board.

Commentary

The goals of adult educators often include or imply the objective of social change (Section One:Portus). Those in authority over us generally prefer things to stay much as they are. It is then a question of debate how much stability or change is appropriate. What Badger sees as the practical necessity "that the masses should be . . . loyal", the radical "Ivan the Fool" sees as manipulation of "a docile and contented proletariat"; he admits no possibility of compromise between the masses and the professors and premier, who are united in "a gigantic conspiracy of benevolence".

The majority, however, deny such radical presuppositions (Section One:Portus). They claim that, beyond mere prudence, "the State itself is regarded as being obliged to conform to moral principles" (Badger), and so open to the possibility of change, however gradual.

Governments provide money for adult education, on three grounds. The first is social efficiency: "it is necessary . . . that the masses should be literate" (Badger). The second is financial investment, "economic progress" (Section One:Badger–a). And the third is a somewhat wary support of a change agency. If, however, the federal government were to provide "a system of adult education which has Commonwealth-wide scope", then it would be reasonable for it to work towards rationalization of methods and research (Badger).

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GOVERNMENTS AIM AT PRODUCING A DOCILE PROLETARIAT

"Ivan the Fool", from *Fellowship,* Vol. IV, No. 8, March 1918, edited by F. Sinclaire

It is not the habit of Governments to give anything for nothing. Least of all is such a thing to be expected of a Government whose watchword is war economy. Such a Government is Mr. Bowser's. Yet we find it voting, the other day, a sum of £1,000 a year to an institution known as the Workers' Educational Association. A couple of years ago, as Dr. Sugden has told us, the same Government, or its predecessor, composed mostly of the same people, refused to appoint a Professor of Economics to Melbourne University unless his view could be guaranteed orthodox. Two natural inferences from these facts are, first that the Government is satisfied as to the orthodoxy of the teaching it now subsidizes, and secondly that it considers that teaching so important as to deserve a special grant at a time when expenses are being cut down. Now Mr. Bowser and his colleagues are not what we would call revolutionaries. Nor can we attribute their enthusiasm for education to a disinterested passion for the diffusion of sweetness and light among the workers. We have no reason to suppose them animated by a desire to propagate the sort of culture which, in Arnold's phrase, aims at making reason and the will of God prevail. And since, as we have said, they are not likely to be giving their money for nothing, it is not hard to see the motive which underlies their action. The workers are getting out of hand. Perhaps £1,000 spent annually on their "education" will help the Government to govern them. At any rate, the experiment is cheap enough to be worth making.

The theory upon which the Workers' Educational Association proceeds is that of co-operation and conference between representatives of the University and of the workers. It appears, however, that the University has control of the money and supplies the teachers, so that the function of the workers on the board is not quite clear. The theory of association, however, is worth considering, and we may presently expect to find it applied to the political and industrial as well as to the educational sphere. We may expect to see the Government subsidizing a Worker's Political Association. The committee of this association will be drawn half from the Trades Hall and half from the Women's National League, the latter body controlling the expenditure and supplying candidates for Parliament. A Workers' Industrial Association will no doubt follow in due course. Its aim will be to apply the principle of association to the sphere of industrial life. Its governing body will consist of six representatives of the Employers' Federation, who will be trustees of the Government subsidy, and six secretaries of Trade Unions. These and similar institutions having been brought into existence, there will be nothing more to do but wait for the millennium desired by our industrial pacifists, in which exploiter and exploited will live together in perfect harmony, and the capitalist system will work as smoothly as a shark's jaws.

The blissful day has not yet dawned. Between it and our evil day stands the barrier of working-class unrest. It is the business of education, as supplied by the University, to break down this barrier, and to provide the essential condition of a capitalist millennium, a docile and contented proletariat. This may be done in either of two ways. The worker may be caught young and have his teeth drawn by the operation of free and compulsory primary education. In most cases, the operation is complete by the time the patient has reached his or her teens. By that time a boy or girl of average intelligence has learned to read the newspapers, and has been well indoctrinated with the rudiments of imperialism, rationalism, and any other branches of learning needed by those who are to enter early on the career of a wage-slave. Children of more than average intelligence are at this stage sorted out by means of the scholarship system, and given a further course of education, the aim of which is to withdraw them from their own class and equip them for subordinate posts in the routine of capitalist government. Later again a further sorting out takes place, and a group of young men and women, sons and daughters of working-class parents, emerge annually from the Universities as members of the professional classes. In this way the brains of the working class are bought by the governing class. Hence we find in countries like Australia, a well-to-do middle class composed of children or grand-children of workers, and bitterly opposed to their hereditary class. Educational facilities have done their appointed work, and the brains which, if used in the interests of the workers might have proved troublesome, have been rendered innocuous or even helpful to capitalism.

For a time it was hoped that free education and a scholarship system would be adequate to cope with the menace of a discontented proletariat. But latterly it has proved inadequate. Some there are indeed who believe that the failure can be made good by increasing the number of patients selected for the longer treatment. These are the people who advocate the extension of the school period, the increase in the number of scholarships, and finally free Universities. The Workers' Educational Association, though glancing favourably at these schemes, has a scheme of its own, which is method number two. However judicious and comprehensive may be the scholarship system, and however we may multiply free Universities in the land, it is plain that on the one hand we are sure, in our human weakness, to leave some clever boys and girls to grow up uneducated, and that, on the other hand, we cannot all be doctors and lawyers, however desirable such a thing might be. The fish which have escaped the net of the educator must be caught. Some of them make themselves obnoxious to the governing class. There are the street corner exponents of Socialism, for example, and the preachers of workshop revolution. They are in nearly every case men and women who have missed the advantages of education. Education therefore they must have, and education it is the determination of our University agents of capitalism to give them. Nothing like education to soften down these asperities of thought and feeling! Nothing like education to draw away peoples' interest and sympathy from the wrongs and sorrows of the actual into an atmosphere of foggy and abstract idealism! Nothing like a little learning to minister to pride, egotism and selfish ambition! "Let us then educate our masters," say the gentlemen of the University, with a sneer. "Let us see to it that they do not become our masters," is what they mean. The last bond by which we hold them is the bond of intellectual domination. Once they begin, as they are even now beginning to challenge our systems of ethics and politics, economics and aesthetics, the bond threatens to snap, and our own right to exist will soon come into question. Therefore, educate! educate! educate!

The success of the scheme will depend, of course, on the grateful response of the workers. Some members of the Trades Hall–the same people, presumably, who have just refused to take part with the Russian community in Melbourne in celebrating the anniversary of the Russian Revolution–are dazzled by the prospect of associating for an occasional hour or two with University professors. Others are in quest of that elusive thing called culture, which Universities are said to supply. Others, again, are animated by the ambition to "capture the University", when they cannot even capture the £1,000 grant. And there are others who are born to be dupes. To them it is the most natural thing in the world that University men should be "on the side of the workers" in some occult sense, even while they advocate Conscription and imperialism, and encourage their students to scab on strikers. Equally natural is it that a conservative government should subsidize a scheme which will result in making the workers more formidable, or that the director of W.E.A. classes in Adelaide, Mr. Heaton, should be feted by the Chamber of Commerce, or that "Unrest Commissioners" (*sic*) should recommend the establishment of W.E.A. classes among the miners of South Wales. It is all part of a gigantic conspiracy of benevolence.

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GOVERNMENTS OUGHT TO CONFORM TO MORAL PRINCIPLES; AND PAY SUBSIDIES

C. R. Badger, from *Maecenas or Moloch*– John Smyth Memorial Lecture (Melbourne, 1947) pp. 7–17

My task tonight is to examine the problem which arises when the control of Adult Education passes from the hands of a corporation like a University, or from the hands of a voluntary association, like the W.E.A., into the hands of the State. All state control of education, whether of children or adults, poses the problem of power and brings forward the moral problem of the right exercise of power. To be able to determine who shall be taught, how much they shall be taught, what is to be taught and by what methods, is to have in one's hands a most potent instrument–far more potent and much more far-reaching in its consequences than the control of the atomic bomb . . .

It is necessary for the working of the modern state and especially for the modern industrial state, that the masses should be literate; it is essential to the continuance of the modern national state, that the masses should be loyal. Education, therefore, if it is looked at as an instrument of statecraft, may be said to have the aim of making citizens who are at once literate and loyal. It must be universal, and if universal, compulsory, and if compulsory, free. If it is to serve the purpose of the modern national State, it must also be secular. Why? The reason is easy to see. The theory of the modern national state is set forth in its classic form in the writings of Niccolo Machiavelli–and the state, as described there, must be secular, for it admits no power beyond itself and no obligation on the part of the sovereign, beyond the need to exercise prudence in dealing with the people–it is better, says Machiavelli, to be feared than loved, but a prudent prince will take care to have the good will of his people–he is safer in that than he can be in a fortress. It is true that the modern state admits more fully than Machiavelli the right of the people to self-government, to make the sovereign subject to the popular will or perhaps to the popular whim–but that is still a purely secular matter . . .

Looking at this structure of educational machinery, which, with variations, is now common to all national states with any pretensions to civilization, one is bound to ask, what is its purpose? And how does it fulfil it? What inspires it? What does it achieve? Does it aim to lead the children of the people to use their intelligence rightly, to encourage in them a love of truth, of beauty and of right conduct? Does it seek to train body and mind and spirit to make full human beings, able to face life with confidence that their capacities have been trained to the highest possible point, so that they may do wisely and well, whatever they must do? Or does it seek to make men and women who will be uncritical of opinion, well drilled in useful techniques, readily responsive to suggestion, loyal to the country, the constitution and the laws, with a will ever set to obey the behests of the State? Is its purpose, that is to say, the liberation of the mind, or the limitation of the mind? Is its aim liberty, or the guiding of minds into carefully prepared channels? Is its purpose universal or national?

Who among us dares to answer that question, honestly put and scrupulously investigated, about our own educational system? Not I for one. I should require notice and long notice of that one. I should have to plead ignorance, to begin with, to plead for time, to devise the necessary technique of investigation, so as to frame the question rightly, for time to plan out the necessary kind of questionnaire from which to collect the basic facts. In fact, I know perfectly well that I should dodge the problem by smothering it in a wholesome lot of documents. Yet it is a question which must be faced by everyone who has to do with education. I confess to grave disquiet and uneasiness of mind when I find, for example, that regulation 25 of the Victorian Education Department reads like this: "In extreme cases, such as misconduct or improper or disgraceful conduct or failure to observe the prescribed patriotic ceremony, or want of cleanliness a head teacher may, pending an official decision, suspend a pupil from attendance at school." . . .

My guess would be, if I may hazard a guess, that the system of State control of education–and some sort of control and large backing of public finance there must be–I do not for one moment deny that–has yielded valuable results of a purely educational kind–that is, it has helped to educate men and women who think independently and who have sound values, in Nations and States, where there is a rich diversity of culture, of religion, of national outlook and national consciousness. Above all, it has worked well, when there are powerfully organized voluntary and community organizations which are independent of the State and which are able, just because of that independence, to compel the State to beware of over-riding. I believe especially that in Nations where the Christian Church is strong and not subordinate to the State, where it has its own sources of income and its own educational machinery, where it is strong enough to test the actions of the State and to judge them in the light of principles not derived from State morality, the system of State control of education is robbed of much of its danger.

I am saying in a word, that when a people is genuinely free, the State may control education without that control being a threat to liberty. And a people is only free when the State itself is regarded as being obliged to conform to moral principles. When this is the state of things, then the State may be a Maecenas in Education and not a Moloch. For freedom, as anyone who has thought about it knows, is not the power to do what you like; it exists when you have the power to do what you ought to do and when you are free to decide your own course of action when there is a real choice . . .

I hope I am not straying too far from my theme in raising these profound questions, but they are precisely the sort of questions which must be asked and answered by any responsible teacher, especially when he is called upon, as I am, to administer an educational scheme with the help of the State. No man who has not thought about them and found his own answers should be allowed to administer an educational system.

The problem to which I must now turn is that of adult education in its relation to the State, and I want to examine it in the light of the very general principles which I have set out. Let me say first of all, that the new adult education system in Victoria has been established on a different footing from that of the Education Department, and the position, is therefore, a great deal simpler. For the State in this matter is quite deliberately adopting the role of Maecenas and not that of Moloch. It is that rare patron, who, paying the piper, has yet denied itself the right to call the tune. The Council of Adult Education is not a Government department. It is a statutory authority. It has a wide charter and a large measure of autonomy. Its policy will be made by the Council and not by the Government of the day. It can be as free from regulations and red tape as its executive officers and the needs of reasonable efficiency allow. The Government has in effect said–here are some general principles and some definitions of your task, laid down in an Act of Parliament, which of course you must scrupulously obey. Here is some money, here are some good men and true to be a Council for you, go to it, let us see what you can do. You have our sympathy, our support, our good will, but we will not accept complete responsibility for you, beyond that of keeping you within the four corners of the Act, and seeing that you don't misuse the public money. Make your own way and report to Parliament each year, so that we may see how you are getting along. Now that is a great challenge. It puts the Council and its officers on their mettle–and it is, I am sure, the right and indeed the only proper attitude for a Government to take in the matter. Education, especially the education of adults, cannot be left completely free from state control–it must have the backing of the State, especially the financial backing of the State, or it will not be carried on in an effective way, for education is a costly business. But equally, it must be free from all possible taint of politics or propaganda. That now lies with the people whom the Government has appointed to carry out the task. I think I can assure you that so long as I am Director of Adult Education, there will be no politics and no propaganda.

The State then, as Maecenas and not Moloch–the State as the patron of the arts, of letters, the friend of true culture and enlightenment? How will it work out?

Don't let me raise any false hope. My classical dictionary tells me that Maecenas was a generous patron of art, the friend and supporter of Horace and Vergil. This Maecenas, then, must have been wealthy, as, believe me, in those far-off days before taxation had reached its present fiendish ingenuity and precision, it was possible for men to be. The comparison, you see, breaks down immediately. The Council of Adult Education is not at all like Maecenas. It has an annual appropriation of £25,000 p.a., and what fees it can abstract from those who like, and are willing to pay for, what it has to give. It cannot, therefore, on this budget, provide a widespread adult education service which is to be free–nobody, thank Heaven, has so far suggested that it should be compulsory!

And yet it will have to be Maecenas, too, the least of all Maecenases–Maecenas Minimus–for part of the job which it must do is to give an opportunity for expression to the increasing number of artists, musicians, actors, writers, and so on, who find themselves stifling in the rank commercialism of our society. The Church, alas, cannot or will not employ them. And they don't want to work for business, or not solely. Can you blame them? How can a man, whose whole ambition is centred on being the Hamlet to end all Hamlets, throw his whole heart and soul into a part in the ineffable radio drama which helps the A.B.C. to kill time and B class stations to sell soap? It is important that that man should at least be able to try to be Hamlet–if he is good, a chance should be made for him–for astounding as it may seem to you, there are thousands of people in this community who would pay real money to see Hamlet played, as it should be played, just simply because it is so great a play. And there are young musicians, young writers, young painters–aye, and old ones too, who don't want safe jobs and pensions, who don't want luxury flats and cocktail parties, to be bought at the price of whatever talent they may have had–they want a chance to get into touch with people who can either here and now understand and enjoy what they have to give, or who can be taught to do so–and to love every minute of the learning. To bring the true artist and the real people together–there is a magnificent task and a glorious opportunity for Maecenas Minimus.

I know that there is a tremendous hunger in our society for the finest in art and music and literature, presented in the right way. I know, too, that this hunger is being fobbed off and blunted by gobbets of synthetic stuff which ruins the digestion and sickens the palate. I am convinced that any healthy and unsophisticated man or woman, with even a poor ear, and blind in one eye, will prefer the divine music of Bach and Haydn to the shoddy syrup of Bing Crosby, will choose the paintings of Fra Angelico before the daubs of Mr. X. But, you see, we are not dealing with the simple, unsophisticated man. We are dealing with a people for whom an elaborate system of corruption has been devised. Feed a child on synthetic breakfast foods long enough, and even if the stuff is made of sawdust, the wretched child will come in the end to prefer it to honest bread and milk. And that is precisely what we do. We provide endless quantities of shoddy, we feed children on it, gorge on it ourselves, support, foster it, praise it, and then wonder why we turn out children with minds as vapid as the stuff we feed them on.

Can our little Maecenas do anything about this. Yes, I think it can, a little, though the Powers of Darkness are many. The real hope, the greatly encouraging, astonishing fact, is that I have already found that sincere artists and ordinary men and women, and business men and workers, are flocking around to help. They believe in adult education, they tell me, as the one hope for a generation and a people which seems to have lost its way and which, in anger and frustation, is turning to rend itself in frustration and mortification. I don't believe in adult education like that–in my view, the sort of help we need can come from God alone–but adult education can do something, oh yes, quite a bit, if good and true men are willing to give time and thought and energy and to bring enthusiasm to the task. Given that, our Maecenas may yet help to produce something of greater value to the State than the songs of Horace and the epic of Vergil.

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A FEDERAL AUTHORITY OUGHT TO RATIONALIZE RESEARCH AND METHODS

C. R. Badger, from *Adult Education in Post-War Australia* (Melbourne, 1944) pp. 23–7

The following section of this pamphlet is devoted to a brief discussion of the sort of machinery which is required for a Commonwealth adult education system. It is hardly necessary to say that these ideas are brought forward as a basis for discussion only. At this stage one cannot foresee all the possible contingencies and it will be necessary to do a great deal of experimental work before a satisfactory plan can be evolved.

In view of the importance of adult education to the community in its threefold aspect, intellectual, cultural and social, the Commonwealth is the natural, and indeed the inevitable authority to look to for any system of adult education which has Commonwealth-wide scope. It is not desirable, however, that the Commonwealth should of itself undertake the whole task. What is needed, rather, is that the broad lines of policy should be decided by the Commonwealth, and that separate bodies should be set up by the state governments to carry out the detailed planning and to do the actual teaching and organizing work.

It is also necessary to make provision in any organization for adult education, for the close co-operation and help of the "consumer". No adult education scheme will work properly if it is merely imposed from above. Hence, in whatever plans are made, it is essential to allow a large place for the voluntary bodies, both in the formulation of policy and in the management of the institutions which are set up.

It is suggested, therefore, that the Commonwealth should institute a Federal authority for adult education. A small bureau of expert people would be the most suitable form for it, with a staff recruited from the small body of existing adult education administrators, especially from those who have been engaged during the war in the Army Education Service.

The functions of the Commonwealth Department should be:

1. *Control over Commonwealth grant for Adult Education purposes*–It is suggested that disbursements from the grant should be made to the state authorities on the "grant in aid" principle, either on a £1 for £1 basis of the total state grant or with a minimum sum allotted to each state, supplemented by grants in aid on a subsidy or grant earning scheme. The Federal Department would also need its own fund for its own special purpose, to be discussed later.
2. *Publication*–Some magazine for adult education with Commonwealth-wide circulation is needed. At the moment, *Highway,* published in Sydney and largely directed by the W.E.A. of New South Wales, serves this purpose. This journal, however, has general circulation only in N.S.W. and Victoria, a few copies going to the other states, which have largely ceased to take part in the Federal W.E.A. organization. A journal is needed somewhat along the lines of the Army Education journal, *Salt,* to be at once a journal for circulation to students and to contain discussions on technique, information about experimental work and the progress of the movement in the various states.
3. *Discussion Material*–Standard types of discussion group and book scheme material should be prepared and distributed, through state agencies, to country groups out of the reach of organized adult education centres. This function is now undertaken by each state for itself, but could be undertaken much more efficiently and cheaply by one authority.
4. *Films*–Acquisition and distribution of films for adult educational purposes.
5. *Research*–Research into adult education methods, publication of books and material on experiments abroad, and publication of theses and investigations conducted in Australia should be undertaken.
6. *New Projects*–Projects for new types of work submitted by state agencies should be investigated, and recommendations made to the proper authorities for grants in aid.

It is suggested that the Federal Department should not be a providing body in the sense in which the state agencies would be. On the other hand, there are quite a number of experimental projects like those undertaken by the British Institute of Adult Education, which might very well be begun, if not entirely carried on, by the Federal Department. The Federal Department would be in a good position to undertake such tasks as the distribution of art exhibitions throughout the Commonwealth, using loaned or imported material. These were tasks upon which the state authorities could not venture.

It is also desirable that the Federal authority should undertake work within the A.C.T. and in other areas which come within the scope of Federal powers. Only the Commonwealth government, for example, could help the scattered population of the Northern Territory and the population of territories outside Australia but in Australian possession or under Australian administration.

While the Federal Department would not maintain its own officers in the various states, it would certainly be desirable that it should have at least one officer who would be in close touch with all the states. The Federal Department would also best be given the power to convene annual or biennial conferences of adult education specialists and interested workers and supporters, for interchange of ideas and plans and for the formulation of common policy.

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Chapter One: Section Three: Universities

IDEAS ABOUT INSTITUTIONALIZING ADULT EDUCATION IN UNIVERSITIES

Brief lives

ASHBY, Sir Eric, born in 1904 at Bromley, England, was educated at the Universities of London and Chicago. From 1938 to 1946 he was Professor of Botany, University of Sydney; he then returned to England. Among many important posts he held there, he was Chairman of the Adult Education Committee (1953/4) and, eventually, Master of Clare College, Cambridge (1959).

CROWLEY, Desmond William, born in 1920 at Invercargill, New Zealand, was educated at the University of Otago and the London School of Economics. He was Assistant Lecturer in History, University of Otago (1946 to 1949), and Aberdeen University (1951 to 1954); Lecturer in the Department of Adult Education and Extra-Mural Studies, Leeds University (1954 to 1958); and Assistant Director, Department of Adult Education, University of Adelaide (1959 to 1964) under HELY. Since 1964 he has been Director, Department of Adult Education, Sydney University.

DUNCAN: See Section One

Commentary

In 1891 the long English tradition that managing post-secondary education was the province of universities led philanthropic Australians to institute "university extension" here. They offered men and women who had done with the formal educational system short courses ("systematic and not casual"), the "guidance" of "competent lecturers", and the vision ahead of acquiring "sound knowledge". They distinguished their work, on the one hand (lower) from the offerings of the mechanics' institutes. and on the other (higher) from "Universities proper", who "organize their teaching for the benefit of those who can devote a large amount of time to special study". The validity of those distinctions began to be widely argued.

Ashby is alone in these readings in arguing that universities ought "to withdraw from the field of managing adult education" altogether. His argument, if his 1954 English Committee's Report is any guide, might have been affected by the historical circumstances in which it was given, but it was simple: traditionally "the three proper activities of the University [are] research, intellectual health and professional training", and the universities "cannot step outside their tradition without breaking faith with the people".

Duncan argued that universities ought to manage some adult education, because it is good for the universities: it provides "more interest in, and support for, the University by the community . . . a general 'refreshment' of its teaching staff . . . [and] improvement in technique and general teaching skill of the lecturers".

Crowley had to be more trenchant; in 1964 the Martin Report (3.29) brought up Ashby's point again: "The question of whether a University should undertake adult education programmes or extension classes should be determined by the quality of the work offered." Crowley agreed on this criterion, and argued that the mark of the adult education that is "of true university quality" is "very largely a question of who is teaching"; "the teachers should be university scholars: that is, they should be specialists in a subject, and engaged in research on it".

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THE UNIVERSITY OFFERS SYSTEMATIC INSTRUCTION AND REAL WORK

Inaugurating pamphlet for first Extension Lectures, University of Melbourne, June 1891, pp. 1/2

The University Extension Movement, which has had brilliant success in England, and which has now been adopted in Scotland, Ireland, the United States, and New South Wales, is founded upon one cardinal belief. This belief is, that the acquisition of sound knowledge by men and women, of whatever age and whatever station, will help them to lead more useful lives.

The methods of the movement are simple. They consist of formal lectures, informal discussions, written examinations, and, where possible, experiments. These methods have commended themselves to generations of teachers and students as the best means of imparting knowledge to adults who are not advanced specialists.

The originality of the movement lies in the class of students which it aims to reach, and the large amount of individuality which it encourages amongst such students.

Whilst elementary and public schools naturally confine their attention to the young, whose whole time is at their disposal, and who cannot be expected to be able to choose their own subjects, and while Universities proper organize their teaching for the benefit of those who can devote a large amount of time to special study, the Extension Movement is intended to supply the wants of that large body of persons, men and women–neither children nor specialists–who constitute the great bulk of the intelligent and influential members of the community. Many of these persons have received a good school education but have been prevented by the claims of business from following up their studies. Many, again, have never had the advantages of a good school education, and are, therefore, whilst eager to acquire knowledge, often hindered by the want of that guidance which an experienced lecturer could easily supply.

Recognizing that such students exist in large numbers, the University Extension Board offers to supply competent lecturers upon application from local centres. The choice of lecturer and subject, from an ample list supplied by the Board, the time and place for the delivery of lectures, the method of raising the necessary funds, are left entirely to each local committee, who should thoroughly represent the views of the intending students. The Board merely insists that the instruction which is given shall be systematic and not casual; but in regard to its extent a choice between a Half Course (of six lectures) and a Full Course (of twelve) is left to the discretion of the local committee. Besides delivering the lectures, the length of which is reckoned in each case at one hour, the lecturer is freely accessible to all students for at least three-quarters of an hour either before or after each lecture; and experience has shown that the personal intercourse between teacher and student, thus awakened, is not the least valuable part of the movement.

The fee which it is proposed to charge for a Full Course of twelve lectures is £50, and for a Half Course, £30, with the addition of travelling and other necessary expenses, where such are entailed by the special nature of the courses. In well-to-do localities it is anticipated that there will be no difficulty in providing these amounts. In less wealthy neighbourhoods, co-operation and energy should overcome difficulties. The necessary amount might be raised by a combination of methods. If such a neighbourhood decides to take a Half Course, the sale of 100 tickets at five shillings each would produce £25, further subscription amongst the residents in the locality might produce £10, and the municipal council would probably lend one of its rooms for the delivery of the lectures, thereby reducing the working expenses to a minimum.

As it is the first object of the movement to ensure real work on the part of the students, each lecturer will supply the members of his class with a printed syllabus of his course as a guide to study, and will recommend such text-books as he thinks suitable for his students. Moreover, each student will have the right, if he pleases, upon payment of a small fee, to be examined at the end of the course, and to receive a certificate from the Board stating the result of such examination. These certificates will, at first, have no official significance, but in time, doubtless, as has been the case in England, arrangements will be made by which they will be accepted as of definite value in various departments.

It has been said above that the Extension Movement has been a brilliant success in England. In the year 1889, 38,000 students, from all classes of society, entered for the courses provided from Oxford, Cambridge and London.

In some respects England is doubtless a more favourable field than Victoria. The population outside the metropolis is far larger, and more compactly massed. The means of communication are better. But, on the other hand, the average Victorian has greater means and more leisure at his disposal than the average Englishman. The zeal and ability of the lecturers, and the earnestness of the people in the search for knowledge, will really decide the fate of the movement. If these are as great in Victoria as they are in England, the success of the Victorian scheme will be proportionately as great as that which has undoubtedly been achieved in England.

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ADULT EDUCATION IS TOO BIG TO BE HANDLED BY UNIVERSITIES

E. Ashby, from W. G. K. Duncan (ed.): *Future of Adult Education in Australia*
(Sydney, 1944) pp. 32–5

Universities arose with parliaments and cathedrals; like parliaments and cathedrals, they cannot step outside their tradition without breaking faith with the people. This tradition imposes three duties on a university—it has to train men for professions such as the Law, Medicine and teaching; it has to give, to men prepared to pay the price, a vigorous discipline leading to intellectual health; it has to advance knowledge.

As this tradition has flowed into new countries and into new centuries, the university has, from time to time, been called upon to fulfil other functions for Society. For example, in Poland the universities have entered the field of politics; in the U.S.A. they have taken on *ad hoc* training to satisfy the whims of Society—the University of California recently began a course in cosmetology, to train beauticians; in Australia, they have had to assume responsibility for standards of school education, and for that vague activity known as adult education. Now, a healthy university may accept responsibilities as temporary expedients, but it returns to its tradition as soon as possible. This tradition is that the university exerts its influence on Society—on politics, on education, on the organs of propaganda—through its graduates and not by direct management or legislative control. When the University of Sydney began, 90 odd years ago, it was obliged to control all education in the State. Now it can, and should, surrender all control except that belonging to it by tradition. The burden of this talk is that the university, which has just completed an evacuation of the field of secondary education, should now begin to evacuate the field of adult education.

There are important differences between the rise of secondary education and that of adult education in Australia. Pressure for more and better schools has come from the people, but most of the pressure for more and better adult education has come, not from the people, but from educators. Consequently, adult education has not grown as school education has grown. My own experience of adult education here and in England is that the zealous W.E.A. teacher was received in a Somerset village or a N.S.W. country town with that mild and courteous curiosity now shown to missionaries in Papua.

A century ago this didn't matter. A child who left school at twelve in 1844 was not exposed to a continuous barrage of corrupt propaganda in the Press, on advertisement hoardings, over the air. His very ignorance enabled him to preserve his innocence. Today this is no longer true. If you want to see Australians in their best intellectual health you must go into the schools. There, on the whole, children hear the truth and tell the truth. They are not deliberately lied to by men paid to tell deliberate lies. But at fourteen or fifteen they are released into a world where even the news is distorted, where emphasis in newspapers and films and radio is shifted on to a lower moral plane, and where they are cleverly misled about everything, from constitutional reform to body odour. Any good the school has done has no hope of withstanding this corruption; the effects of school will vanish in a few years at the most. That is why I think the greatest educational need of today is to make the adults fit for the children our schools produce.

This brings me to an important point. Whereas in 1844 it was possible to look on adult education as a sort of benign intellectual slumming, an uplifting occupation for educated men of tender conscience, in 1944 adult education has become a political necessity of the highest priority. If we allow a semi-literate population loose into a world where the only well-financed adult education is in the hands of newspaper proprietors, advertisers and film companies, we can confidently predict that democratic government will vanish in a few generations. And that, at present, is the post-war prospect for Australia.

It stands to reason, then, that any programme of adult education for Australia must involve enormous expansion. Any expenditure less than, say, £300,000 for N.S.W. would be trifling with the problem.

Now suppose there is this great increase in the machinery of adult education, without any corresponding change in organization. It would mean that the £300,000 would be distributed among the W.E.A. University Tutorial Class departments, etc. The University would find its Adult Education Department costing more than all the other departments put together. The Faculties would become—financially, at any rate—minor adjuncts of the University's Extension Service. I do not need to explain the consequences of such a situation. The three proper activities of the University—research, intellectual health and professional training—would be swamped by adult education. And the main result would be that the University would fail in its duty to Society. It would even fail in its duty to adult education, for the Adult Education Movement depends for its stimulus upon a vigorous university.

For these reasons I suggest that the policy of the Universities toward adult education should be twofold:

(*a*) To withdraw from the field of managing adult education (i.e., arranging classes, circulating books, etc.);

(*b*) To increase its influence on adult education through its graduates by three means:

(i) Offering courses which lead to degrees in subjects relevant to adult education—in particular in the social sciences;

(ii) Providing opportunities for graduates as research assistants, tutors, etc., to write books appropriate to adult education courses;

(iii) Maintaining contact with adult education by holding refresher courses, specialist courses, etc., for adult educators; and taking part in the teaching in a People's College, particularly the Summer School type.

It would need time to carry out such a policy as this. In the first place there would have to be set up a body entrusted with the managing of adult education and the administering of funds for it; a body on which the University should be represented, as it is on the Board of Secondary School Studies. In the second place, the University must not be assumed to lose interest in adult education just because it has ceased to manage it. That activity must be replaced by a more intensive training of adult educators. In Biology, for instance, the University should add to its present activities—of doing research in biology and of training biologists—the activity of interpreting Biology to the people—perhaps by training some of its students and staff to be tutors, or by encouraging the writing of books and the making of films on biological subject.

The common objection to the thesis I have put forward is that the University is the custodian of freedom of thought, and that adult education under any other banner would be in danger of political interference. In my opinion, there is no substance in this objection. The University has no monopoly of freedom of thought-in fact, the chief trouble about academic freedom is that it is academic. It would be quite improper to ask universities to give sanctuary to every movement which needed to be sheltered from political interference—even if they were sanctuaries, which they are not! A commission of strong men, with statutory powers, would be just as good a safeguard as the Senate of a University—perhaps even a better safeguard. For these reasons I would have no fear in letting adult education pass from the control of the University. If control does not pass from the University, then the University will have to take the road—and if it takes the road it will surely leave its own fields untilled.

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ADULT EDUCATION BENEFITS UNIVERSITY PUBLIC RELATIONS, AND ITS LECTURERS

W. G. K. Duncan, from *Report on Adult Education,* presented to the Tasmanian Parliament, 1947, Section III paragraph 2, p. 14.

2. The Role of the University

The second need is to allow, and enable, the University to play its proper role in the field of adult education. That the University's role will be an important one is only to be expected in view of its permanence and stability, its prestige, and experience, its highly trained staff and its equipment, its concern for educational standards, and its guardianship of the right to speculate freely and fearlessly. But it is by no means certain what the University's "proper" or "distinctive" role should be, in this field.

As long ago as 1919 the Adult Education Committee of the British Ministry of Reconstruction argued that adult education is a "normal and necessary part of a University's functions", and quoted in support of this argument one of the findings of the Royal Commission on University Education in London, namely that adult education is "one of the most serious and important of the services" provided by a University. Despite these findings, adult education remains today what it was then—"a mere appendage to the work of the Universities". And, as we have seen above, one school of thought in Tasmania doubts whether the University should play any part at all in this field.

It is frequently assumed that if the University did play a part in adult education, all the benefits would flow to the community and all risks would be run by the University. This, in my opinion, is far from being the case. The University would, I suggest, receive as many benefits as it would confer (and so University authorities have to decide whether they can afford *not* to participate in adult education); and serious risks would be run by the community—especially if the University were allowed to dominate the whole field of adult education, and to insist on academic stands in fields in which they are quite irrelevant.

The benefits which a University might come to enjoy are:

(*a*) More interest in, and support for, the University by the community at large. In the words of a University officer: "If the University is to withstand the encroachments of authority, and at the same time draw its financial strength and recognition from publicly-controlled sources, it is highly desirable that the work of the University be widely and favourably known, and that it draw to itself the active support both of its alumni and of those others in the community whose intellectual interests incline them to the leisure-time pursuit of higher learning. The existence in the community of an enlightened body of opinion well seized of the importance of maintaining the best academic traditions and of the less tangible services rendered to the community by a University would go far to strengthen the position of the university."

(*b*) A general "refreshment" of its teaching staff, as a result of its contact with mature-minded students. School teachers, it is known, suffer from excessive contact with the immature. It is too often forgotten that undergraduates, though comparatively bright and quick, are, after all, only "last year's school-children".

(*c*) In particular, a considerable improvement in the technique and general teaching skill of University lecturers, resulting from their efforts to explain themselves, and show the significance of their subject, to lay audiences. It is the almost unanimous verdict of University people who have engaged in adult education work, that they have benefited enormously themselves, and have been able to introduce into intra-mural lecturing many of the methods, and sometimes the whole approach to their subject, worked out for the benefit of laymen.

On the other hand, there is no denying the danger run by University lecturers of allowing adult education to interfere with their intra-mural work, especially on the side of research. But this is an argument against excessive, rather than against any, participation in adult education. Similarly on the side of administration; any attempt to run, or manage, adult education as a whole would prove a crippling burden to the University. But this does not prove it impossible for the University to discharge, through a department or a board of some sort, certain particular functions in the field of adult education.

The University is especially well fitted to discharge the functions of research and investigation into the problems of adult education, the preparation and publication of adult education materials, and the conduct of training courses for adult education teachers and leaders. It might also make provision for extension lectures, refresher courses, and various forms of residential adult education.

It would be just as unfortunate if the "University-type" of education were to disappear from the field of adult education as it would be foolish to try to make all adult education conform to that type. Academic standards are often irrelevant in adult education, but they are sometimes both relevant and necessary. An adult education programme needs the stiffening of a few courses with unashamedly rigorous and exacting standards. It needs also, courses dealing with the controversial issues of economics and politics, and here the integrity of the University teacher is invaluable. Freedom of expression and of inquiry is not only an academic tradition, it is also a democratic right, and there is an obligation on University teachers to defend this freedom outside as well as within the walls of the University. It is to be hoped, therefore, that even if the University cannot see its way clear to conduct its own adult education activities, members of the University staff will be prepared to serve both as teachers for, and as members of, a specially-designed adult education authority.

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THE UNIVERSITY OFFERS SPECIALIST SCHOLARS AND SERIOUS WORK

D. W. Crowley, from "University and Adult Education in 1965", in *Australian Highway*, Summer 1966, pp. 8–10

One of the main tasks facing the W.E.A. and the university in this country is therefore (it seems to me) to help Australians to grow up—to achieve maturity. And we must do this by continuing to insist that truth is to be found only through arduous mental discipline, and that there are no simple solutions to complex problems. By continuing, in other words, to devote a major part of our resources to the organization of classes where students are called upon to undertake serious work of true university quality.

Now that statement has a number of implications and raises a large number of questions, including questions of definition. I haven't time to go into many of these here. There are just two points that I want to discuss briefly.

First, I want to make it clear that I don't want to give the impression that in the adult education class the traffic is all one way: that it is the university teacher's function only to give, and the student's to take. For all I have said of the value of full-time academic work, like all specialisation it has its dangers. The main danger is that the academic may become detached from real life. Despite all the value of rigorously disciplined thought, logic of itself is barren—it needs to be set in train by insight, and tested by judgment. At each stage of an argument conclusions need to be checked with actuality, otherwise some frightful mistakes can be made. This is an important function of the adult student—to question the teacher at every point—keep him in touch with reality, make him look back at his assumptions and constantly check his thinking to make sure whether he is in fact trying to answer the right question. The good adult class is a partnership between teacher and students in quest of truth. And I believe that a large proportion of the adult community, whatever their previous education, are capable of participating in this sort of partnership.

The other point I want to discuss concerns the effect on adult education of the recent evolution of the university. For there have been immense changes taking place in the universities over the last fifty and even the last twenty years which are bound to have important effects on university adult education departments.

These changes have come about through the natural process of the universities carrying out their task of pushing back the frontiers of knowledge. There has been a tremendous increase in recent times in man's knowledge of the world and of human relations. In the nineteenth century it was still possible for professors to be appointed to university chairs in two subjects: this would be inconceivable today. In the late nineteenth century there were quite a number of men living who could be said to be well informed in all the main fields of western knowledge: this would be quite out of the question today. A large number of completely new subjects has emerged, old subjects have been transformed, and specialisation has reached the point where it is now the usual state of affairs that members of the same university department have great difficulty in discussing their work intelligibly with each other. In a history department, for example, a lecturer whose speciality is fourteenth century France may well have difficulty in finding any common ground with a colleague whose field is the colonisation of Africa.

This is an unfortunate situation, but it is a waste of time lamenting it. There is very little we can do to remedy it or to counter its effects, and we certainly can't put the clock back. It has come about quite inevitably as the increase of knowledge has forced an increase in specialisation, and as in turn the increase in specialisation has further augmented the body of knowledge, compelling still further specialisation. While the body of knowledge has expanded enormously, the capacity of the human mind to absorb has remained unchanged.

Another change that has taken place in the universities has been a great increase in the pressure upon university staff. . . . if we were dependent entirely upon other Departments for our teaching resources we would find it extremely difficult to maintain our work at present levels . . .

Even a more important issue however, arising out of the new situation in the university is the problem arising from the greatly increased intensity of university work—the problem of justifying the use for adult education of university teaching resources. Already for some time now this has been a very real consideration for university departments of adult education. They are increasingly being asked by their colleagues from other departments whether they really consider that the work they are doing is genuine university work. Is the teaching being done at university level? Are the students acquiring those disciplines that are the essential element of university study? If not, why should the university be doing this work? And there is a great deal of other urgent work that university staff members ought to be doing.

It is not a sufficient answer to reply that the students are enjoying their classes very much, and obtaining a great deal from them. The reply to *that* argument is that in *that* case someone should certainly be meeting their need, but there is no cogent reason why it should be the university. Someone else ought to be doing it. And it is little use pointing out that no-one else is likely to do it if the university abandons the field. University people will argue that university money is meant for university teaching and research, and if no-one else will undertake adult education teaching that can't be fairly described as university work, that is not their fault and none of their business.

Universities are democratically governed—or at least, if not quite democracies, they are oligarchies—and to obtain funds, resources and policy-support, the Director of Adult Education must win the confidence of his university colleagues. He cannot win this confidence except by convincing them that the work his staff is engaged in is real university work. That the confidence of the professors is most important is no mere figure of speech: it is a fact that the adult education department of one Australian university was very nearly abolished recently, being saved by a very narrow margin in a vote by the appropriate body, while in another university where it was hoped to create a department the proposal was defeated, again by a narrow margin. The reorganization that was carried through at Sydney University last year under which the Director was given a seat on the Professorial Board was at once a recognition by the University of the value of adult education and at the same time a challenge to the Department to justify its work in academic terms.

Moreover, a Director of Adult Education who finds the value of his Department's work questioned by the powers within the university has an easy way out. There is a great scope in these days for work with graduate groups–refresher courses and attempts to interrelate subjects–that can readily be done at a level that is unquestionably university level; and every university must do some of this kind of adult education now, and will be called upon to increase it. The Martin Report stressed its importance. A Director can readily concentrate the effort of his Department into this area. That is the easy way out to a Director who has little regard for the kind of work the W.E.A. has traditionally tried to do; but I, as I have confessed, do not happen to be that kind of Director.

Though I said earlier that it is virtually impossible to define university standards, one or two points can be made about the conditions that are necessary to achieve them. The most important point is that the teachers should be university scholars: that is, that they should be specialists in a subject and be engaged in research in it. Once an academic gives up the pursuit of truth he can no longer teach at university level. And whether or not a subject is being treated at university level is very largely a question of who is teaching it. Secondly, the students must be actively engaged in the subject: they must be reading and thinking and, for preference, writing about it.

Does this mean that in university adult education classes the students must be given the same exhaustive information in the subject as is imparted to internal students? No–because we in adult education are trying to educate people, not to produce trained professionals. The important consideration is not the amount of ground to be covered, but the depth at which it is studied. In fact adult education offers a tremendous challenge–of extracting from university subject-fields that have swollen enormously the particular material that is relevant to a *general education.*

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Chapter One: Section Four: Other Bodies

IDEAS ABOUT INSTITUTIONALIZING ADULT EDUCATION IN OTHER (NON-UNIVERSITY) BODIES

Brief lives

BADGER: See Section One

DUNCAN: See Section One

FIELD, Hon. Francis, was the Victorian Minister for Education at the time of the formation of the Council of Adult Education. BADGER and FIELD have both informed the editor that the 1947 reading is, however, entirely Badgerian.

Commentary

The tradition of managing all post-secondary education that was not technical education from inside the universities went without serious challenge in most of Australia as long as each one was a separate state university. With the foundation in 1959 of the Universities' Commission, questions of basic theory were bound to be asked (see Section Three).

Queensland diverged first from the tradition with the 1941 Act (see Chapter Two). It was not promulgated, however, until September 1944, and its influence on the rest of Australia is at present unclear.

Badger, who says he knew nothing about Queensland, and Duncan were influenced by Ashby's argument (Section Three), though they developed it in a less rigorous form: some sort of adult education should still be managed from within the universities, but most sorts should not. Badger later carried his convictions into practice (Chapter Two).

Badger and Duncan's argument was twofold, both elements coming from Ashby. First, "Let the universities . . . stick to their last" (Badger) and not "perform functions for which [they are] not very well fitted" (Duncan). Second, "the existing machinery . . . is incapable of meeting present demands" (Duncan), and certainly "unable to accept full responsibility for a greatly extended programme" (Badger). Only Badger argued that the extension board is "something of a nuisance" in the university. It was keenly true of Melbourne (Committees of Enquiry in 1924, 1927, and 1935), but had also been true of Sydney earlier on (e.g. December 1917 Committee of Enquiry).

Badger and Duncan both advocated an Adult Education Board for "the control and management of tutorial classes and discussion groups" (Duncan), to be "the main providing body for adult education in the state" (Badger). Badger explicitly stated that the Board ought initially to be "under the general control of the university authorities", though "it would not be difficult to divorce it from university control when necessary".

Although nobody within the Education Departments (or outside them) seems to have written about what they might do in general adult education, they nevertheless had begun to practise at least some of the things Badger and Duncan were advocating (see Chapter Two).

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SUBSIDIZED BOARDS INITIALLY UNDER THE CONTROL OF THE UNIVERSITIES

C. R. Badger, from *Adult Education in Post-War Australia* (Melbourne, 1944) pp. 27–32

The machinery needed for the conduct of adult education in the states requires most careful consideration in the light of past experience and future needs. If the arguments advanced in the earlier sections of this pamphlet are valid, it would appear that the universities are unable to accept full responsibility for a greatly extended programme, while voluntary bodies like the W.E.A. certainly can not do so. It will be necessary, therefore, to devise a new type of organization for the states. It is desirable that there should be some uniformity of pattern, even though the details differ, as they certainly will from state to state.

There are many advantages in the close association of the universities with adult education work and these should not be lightly foregone. From the point of view of university administration, the adult education activities now carried on are sometimes thought of as being something of a nuisance, in cases where the funds for them are only paid at the expense of other departments within the university, these departments being almost invariably understaffed and under-financed. It is true, too, that with the widening scope of adult education, the connection between the Extension Board or the Tutorial Classes Department and the university proper is not always immediately obvious. This has led to the view put forward by many university men, and those by no means hostile to adult education as such, that there should be a demarcation of responsibility and that the universities should cease to be the principal bodies organizing and providing for the whole system. Let the universities, it is urged, stick to their last. They are properly concerned with university teaching and research. Let them by all means train those who will be employed as teachers in this field, let them conduct research into methods and techniques and theories, but do not allow them to be distracted from their main work, already inadequately performed because of a multitude of cares, by undertaking an extended responsibility for adult education. If the larger grants for the purpose are forthcoming—as they must be if the work is to be done on the required scale—the universities will be in danger of being swamped. The adult education departments, once quite small affairs, will absorb a quite disproportionate amount of administrative and other time.

There is a great deal of truth in these arguments and it is possible that in the long run it will be necessary for entirely new machinery to be set up. No one suggests that there should be strict separation. The universities will always play a most important part in the whole work and will influence it at every stage. But it will be necessary to define the exact nature of that part rather more narrowly than at present.

For some time to come, however, it is probably necessary for the universities to accept a much larger share of responsibility and to continue to act as the principal source of adult education, to continue in fact to organize, inspire, provide and guide it. No other agency exists which is capable of undertaking the work, and none which, like the university, has the necessary freedom from political control and the understanding of educational techniques and standards so vitally important for good pioneer work.

Both these points are important. An extended and widening system of adult education would inevitably have political repercussions. Such a system (or rather the teachers engaged in it) would be under fire from both the right and the left in politics, unless they were prepared to talk the merest platitudes. Adult education deals with life and it is invariably controversial, if it is good. It must have freedom to produce results. Perhaps it is paradoxical to demand that the state should subsidize adult education and leave it free to teach or to enquire into what will frequently be unpopular and may be regarded as "subversive" doctrines. It is hardly to be expected that if such education is directly under political control it will escape the inhibiting effects of that control, or be free, as it must be, from the taint of propaganda. Universities are given a good deal of genuine freedom in these matters and so far have succeeded, even in the face of criticism and opposition, in maintaining their right to free enquiry and discussion. If new organizations are set up for providing adult education, it will be necessary to preserve their independence in every possible way against political control. And that is not easy to do.

It is also important to safeguard the quality of the education given and to try to ensure that it is genuinely suited to the needs of adults. The idea behind the W.E.A., that of a partnership between knowledge and experience, was basically sound. In any community the universities should be centres of knowledge. Their standards should be high and the ordinary man should be able to ask guidance from them with a remarkable degree of confidence that they will be able to give him the facts he requires in an impartial and unbiased manner. The universities are probably the best authorities not only to train those who will teach in the adult education system as tutors and instructors, but they could very usefully be given the power to select such teachers. In the transitional stage, it would be well to extend the adult education functions of the universities as widely as possible, giving them the greatest possible freedom for experiment, with the implied intention that new and improved machinery should be set up at a later stage. If adequate funds are forthcoming and the task is tackled with enthusiasm and vigour, this transitional stage might not be more than five or ten years. In that time a very valuable body of knowledge and experience could be built up, a trained staff recruited and the main lines of future policy established.

For the initial period, something like the following pattern might be adopted in each state.

There should be established an Adult Education Board, preferably constituted by the state university and under the general control of the university authorities. Such a Board could consist of representatives of the teaching and administrative staff of the university, the State Public Library, Art Gallery and Museums, the Broadcasting Commission, State Education Department, representatives of societies interested in physical fitness, music, the theatre and the arts. It should have power to co-opt to its number representatives of organizations actively concerned with adult education, such as the W.E.A., Trade Unions, and other such bodies.

The Chief Executive Officer of the Board should be the Director of Adult Education, who would for the time being be a university officer, having his own teaching and administrative staff.

The Board would be financed by a grant from the Commonwealth Government in the first instance, together with supplementary grants from the State Government. It would have sole control over its own funds, the grant being made to the university merely for convenience and not being regarded as part of the university budget.

The Adult Education Board would be the main providing body for adult education in the state and would itself conduct classes, lectures, week-end schools, correspondence courses, discussion groups, and all other activities which come within the scope of adult education. It should also be empowered to make grants in aid to other organizations undertaking adult education work, to assist them with advice and expert guidance in the development of their own work.

In country centres, particularly in large towns and provincial cities, Adult Education Committees would need to be set up, on somewhat the same lines as the Board itself. It is highly desirable that in all provincial cities and large towns there should be a resident adult education officer. It will be necessary to secure municipal support to enable such officers to be appointed, and the principle of grant in aid should be invoked for this purpose, the municipalities contributing both to the salary of the officer and to the cost of maintaining an adult education programme.

If such a system were established it would not be difficult to divorce it from university control when necessary. The Adult Education Board could then be set up under a Minister or given a statutory independence, along the lines of the Broadcasting Commission. The initial stage of trial and experiment under the aegis of the university would, however, be very desirable.

It would, of course, be quite feasible to establish a different type of state Board concerning itself with policy and the making of grants to voluntary bodies engaged in adult education. The difficulty about this proposal is that very few such bodies now exist. The Board would need to create most of the organizations it wished to endow or to encourage. It would also be unduly restrictive to the Board, especially in the early stages, to be forbidden to provide any form of adult education, except through approved organizations. The need is so urgent and the task so large, that what is most necessary at the moment is energetic action. Given the right men and the necessary funds, there is no reason to doubt that the work would not be vigorously forwarded by a plan of the kind proposed.

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COMMONWEALTH SUBSIDIZED BOARDS, TO CO-ORDINATE AND SUPPLEMENT ADULT EDUCATION IN THE STATES

W. G. K. Duncan, from *A Report on Adult Education in N.S.W.*, 1944/5

What the Evidence Reveals

1. The first is that there is a genuine stir of interest in the whole field of Adult Education. Voluntary bodies of many kinds are showing an interest in Adult Education while the providing agencies are stretched both financially and organizationally, in their efforts to cope with rising demands.
2. The varied nature of these demands calls for the provision of many new types of education. The old conception of education as "organized courses of instruction" must be widened to include handicrafts, documentary films, the radio, music, drama and the arts, physical education, educational tours and excursions and other out of door activities.
3. Just what form of education is provided should be determined by the interest and needs of the people for whom it is intended. Education must be brought to the people in a form, and at a level, that will appeal to them.

Adult Education in the past, has been remote from the everyday lives of people, in at least three different ways; (*a*) it has been so remote that the majority have never even heard of it. (*b*) those who have heard of it had to go looking for it, often at great personal effort and inconvenience. (*c*) the few that found it often felt that the education provided, generally in the form of lectures, was "hopelessly academic" and up-in-the-air.

The reasons for this are largely historical. The organization of Adult Education in Australia has been left largely to the Workers' Education Association. The W.E.A. has never been able to afford much publicity, or a teaching service that could be taken to the people. Furthermore, the W.E.A. has been chiefly interested in problems of social change, and in these fields has had to rely, in the main, on University teachers.

But people are more interested in their jobs, their families and their recreations than they are in public affairs. And they can get "the hang" of public affairs only when they are discussed in terms of their own experience. The W.E.A. was unable to cater at all effectively for any of these interests. It was strictly non-vocational; its meagre resources precluded the provision of "mere recreation" while its discussion of public affairs was in the hands of University tutors who are afraid of being elementary and whose language is frequently abstract to the point of being unintelligible to ordinary people.

If Adult Education is to spread, and meet the demands that are now being made for it, it will have to cater for *all* the interests and problems of adult life, and it will have to start at the educational level at which people now are.

4. To make this contact with life even more intimate, education will have to be linked with existing organizations, clubs and associations. People in tutorial classes, as a rule, have little more in common than a vague interest in the subject under discussion. They are more or less chance collections of individuals. What is needed, in addition to this provision for individuals, is a conviction within existing organizations that the purposes their members have in common can be widened and deepened and served more effectively, by some form of education. The W.E.A. has tried to do this, with Trade Unions—so far without success. But there are many other groups in the community, some of them already anxious to be helped in this way.

5. Voluntary organizations should figure prominently in any Adult Education programme. Many of them have the advantages that go with smallness: immediate contact with members and awareness, therefore, of their needs; the ability to experiment, and to fail, without the losses entailed breeding undue caution and timidity. Voluntary bodies are also, as a rule, in a better condition to handle controversial issues than are official bodies.

There is, however, another side to the picture. Voluntary bodies are not always in close touch with their members; they develop an officialdom of their own. Nor are they always fresh in outlook and bold in experiment. They develop fixed ways of doing things and "vested interests" in whole fields of work they cover most inadequately. They do not always welcome rivals, and their chronic lack of resources results, as often as not, in work of very dubious quality.

6. Voluntary bodies are useful pioneers, but the work of consolidation, co-ordination and development, is generally beyond their powers. They need outside assistance in one or other of two forms; (*a*) financial assistance to help them to cope with wider demands than they are at present able to meet; and (*b*) assistance in the shape of materials, equipment and expert advice to help them improve the quality of their work.

7. This brings us to the core of our problem. The most urgent needs in the whole field are: (*a*) the recruitment and training of Adult Education teachers, leaders and organizers; (*b*) the preparation and distribution of materials especially suited to the needs of adults; (*c*) the provision of suitable premises for Adult Education activities. The first two of these needs could perhaps best be met by the establishment of a Department of Adult Education within the University of Sydney. Training courses should be of different types, and trainees should be recruited from a wide variety of callings and walks of life. The ability to arouse and develop the interests of adults is by no means the same thing as a capacity for abstract thought, and "academic types" are not always successful at the work.

8. The third requirement, premises, calls for Community Centres of some sort. Adult classes at present meet in any old room—provided it is cheap enough. Everything about Adult Education, as a matter of fact, is cheap and drab and inadequate. Adult students are entitled to "a home of their own", a building designed and equipped for their purposes, a place which will stimulate them to further effort and to which they would be proud to belong. Officers within the Army Education service report that their work has acquired a momentum of its own, and has grown like a snowball, wherever Education Centres have been established in huts set aside and equipped for the purpose. If Army huts can make such a difference, what might be expected from Community Centres!

9. The provision of these Centres is primarily a local responsibility. It is important that they should come as the result of a genuine community effort. This means that support is necessary from the local government body. Shires and Councils have, in the past, taken a somewhat narrow view of their responsibilities to provide recreational and educational facilities. But a change is taking place. A number of councils in New South Wales have already adopted the Library Act, some of them striking a special rate for the purpose. It may be that education committees, set up by local councils to deal with activities in a Community Centre, would later become interested in education within the schools and thus facilitate that decentralization of our schooling system which is almost universally felt to be desirable.

10. Trained staff, equipment and special premises are all costly. But education at worthwhile standards, is always expensive as we should have learnt with our experience with schools. In the past Adult Education

authorities have been provided with a few thousand pounds a year, and it is not surprising, therefore, that they have been able to serve only a few thousand people. If education is to be made available to every adult in New South Wales, that is to well over a million people, it will cost over a million pounds a year.

11. It is not expected that sums in this order will be made available in the immediate future, but the comparisons serve at least two useful purposes. In the first place, they provide a much needed new perspective in which Adult Education must be seen if it is ever to become an organized service to the whole community. And, secondly, they show that *so* much money is needed for an Adult Education service that Federal assistance is clearly necessary. Even the present New South Wales Government, which is known to be sympathetic to the needs of Adult Education, cannot be expected to increase by twelve fold amounts now spent on it, namely a hundred thousand pounds a year, counting in whole institutions like Libraries, Museums, etc. For its full development an Adult Education service will require support from Government authorities at every level–local, state and Federal.

12. The opportunity to develop such a service will come at the end of the War. The need for Adult Education will be greater than ever, because of the difficulties of rehabilitation and reconstruction. The demand for it will be quickened by men and women whom the Army Education Service has encouraged to read and study, discuss public questions and pursue handicrafts of various kinds. Most important of all, the resources of this Service will be available to help meet the demand–the resources of an experienced and partly trained staff, and equipment of all kinds including a magnificent collection of books. If the Army Education Service is not absorbed by civilian adult education authorities at the end of the war, but allowed simply to disintegrate, the opportunity of a generation will have been missed.

The Need for a Wider Framework

1. The existing machinery providing Adult Education in New South Wales is incapable of meeting present demands, let alone the increased demands expected at the end of the war. It is in the hands, mainly, of the University of Sydney and the Workers' Educational Association (with the Public Library playing an increasingly important role of recent years). This monopolistic position was not sought by these bodies; it is an unhealthy state of affairs; and each of the bodies would welcome the creation of a wider organizational framework, within which they could play distinctive roles springing from their essential nature and purpose.

2. The University is at present expected to perform functions for which it is not very well fitted (namely, the control and management of Adult classes and, in country districts, their actual organization); it is unable, with its present resources to attempt functions which it could perform better than any other body (namely research and investigation, preparation of materials and the training of tutors). As Adult Education expands the position grows worse: (*a*) because new types of education become necessary, for which University authorities lack sympathetic understanding, and to which they try to apply irrelevant academic standards; (*b*) because the burden of administration on University officers leaves less and less time for academic preparation and supervision; (*c*) because any very great expansion in its Adult Education activities would threaten to distort the whole shape of the University. Even if entirely new resources were found for this work (so that appropriations for Adult Education were in no way competitive with those for other University Departments) the problems in this field would come to absorb a disproportionate amount of time of the governing bodies of the University.

3. The W.E.A. is likewise expected to do too many different things . . .

4. What is needed, then, is a general or inclusive organization designed: (*a*) to stimulate and co-ordinate the activities of bodies already in the field, allowing each to specialize in work to which it is best fitted; and (*b*) to supplement this work by providing new services, and perhaps creating new bodies to control and administer such services. This organization might take the form of a State Board of Adult Education together with local and regional advisory committees.

5. The right composition of such a Board is a difficult problem. It has been argued above that the controlling body needs to be wider than the small group of University, W.E.A. and Public Library. But how much wider?

Dozens of organizations could claim inclusion with more or less equal justification. But in order to work at all efficiently the body would have to be kept comparatively small. One essential consideration is that its members should have some knowledge of the field of Adult Education and some experience of its problems. In the main, the Board should be a body of experts. That will, no doubt, lead to a charge of "bureaucracy" (and a concession to this feeling might be made by the inclusion of a small number, say three members, appointed annually by the Minister from the general public).

6. In addition it might be advisable to provide a forum (say a conference, meeting once or twice a year) at which interested bodies could voice their views on matters of general policy and make suggestions for the extension and improvement of Adult Education services.

7. For more intensive and continuous work, members of these bodies and individuals with special skill and experience could be invited to join the committee set up by the Board in particular fields of work.

An Immediate Programme

1. There are at least four fields of work to which such a Board should immediately give all its attention: (*a*) parent education; (*b*) education in country districts; (*c*) education for young people in both city and country; (*d*) music and the arts.

2. To take charge of this work it would be necessary to attach to the Board a Director of Adult Education together with full-time specialists in the fields mentioned.

3. Certain essential services would need to be organized by the Board. These would include; (*a*) information and advice; (*b*) a library service designed to keep the Board and its officers fully informed of developments in Adult Education in overseas countries, as well as in other parts of the Commonwealth; (*c*) the preparation and dispatch of adult educational materials; (*d*) publicity. This would require very much more attention and expenditure, than have ever been allotted to it in the past . . .

4. A substantial grant would be necessary to enable the Board to develop the fields of work and establish the services prescribed.

Recommendations

5. (1) that a state Board of Adult Education be established forthwith; (2) that a Director of Adult Education be appointed, as the executive member of this Board; (3) that a full-time staff, together with the necessary administrative and clerical officers be appointed to assist the Director; (4) that immediate attention be given to the extension of Adult Education in the following fields: (*a*) parent education, (*b*) adult education in country districts, (*c*) the education of young adults, (*d*) the encouragement of music and the arts; (5) that a grant of £20,000 be made to the Board to cover its initial expenses and its first year's programme of work, and that this grant be increased at the rate of £10,000 a year.

6. That the Board prepare detailed plans for the absorption of Army Education Service personnel and equipment at the end of the war.

7. That the University authorities be approached to discuss:
(*a*) the possibility of establishing a Department of Adult Education to provide facilities for research and investigation, the preparation of educational materials and the training of tutors, leaders and organizers;
(*b*) the extent to which the University would be prepared to transfer to the Board the control and management of tutorial classes and discussion groups;
(*c*) the extent to which the University would be prepared to assist in developing new types of adult education, such as 'refresher courses' within the University, and residential adult education in institutions, such as People's Colleges.

8. That the Federal Government be asked to assist financially in the development of a comprehensive and integrated programme of adult education.

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BOARDS CONTROLLED BY STATUTE

Hon. Francis Field, M.L.A., Minister of Public Instruction, Victoria, from "A Speech at the first Meeting of the Council of Adult Education", 23 May 1947

I should like to say something to you on the general subject of adult education and to indicate the view of the government and the policy of the Education Department in the matter before you proceed with the first step in your work . . .

Chapter One: Section Four: Other Bodies

It has, I think, been clearly shown that the sort of democracy which the Australian Labor Party believes in along with the other historic political parties of the Commonwealth, cannot be successful, unless the great majority of the citizens can be brought to take an intelligent and continuing interest in the welfare of the community and can be induced to undertake citizen duties with a high sense of responsibility. Democracy makes more than ordinary demands on the people and therefore requires, for its successful functioning, a better than ordinary educational system.

For Leisure

It is also true, as Sir Richard Livingstone has pointed out in his admirable little book on *The Future in Education,* that the sort of education which is required for the citizens of a democracy is one which is most effectively given to adults and which cannot well be given to children . . .

We have already done much for the education of our children and the government is seeking to build upon the foundations already laid, to reform where reform is necessary, and to extend still further the educational system. But so far, no government and no party have been ready to admit that education is a life-long process nor to grasp the fact that means must be found to enable as many citizens as possible to further their own education, after the period of formal schooling has ended. We have noted the significant increase in the scope given to adult education in the 1944 Act of the British Parliament and we have been impressed by the quickened interest in this hitherto neglected section of education in other countries. Other States in the Commonwealth have possibly done more in the past than Victoria has. The present government is determined to remedy this defect and to take a bold step forward.

A Broad Charter

It will be noticed in the Act that the government does not interpret adult education in a narrow sense. While we are fully aware of the need for education in political, social and economic matters, especially in view of the complex and difficult situation which has arisen as a result of the war, we do not think of adult education as a form of cure-all for social ill-health. We know that the education of the citizen in these matters is not simply a matter of providing instruction by means of classes, lectures or pamphlets, on the relevant subjects. Responsible citizenship is not a matter of mere information, it is bound up with the whole quality of life which is lived in a particular society. Our aim may possibly be achieved better by stimulating interest in cultural matters rather than by concentrating on a narrow range of subject matter. As democrats, we believe that an opportunity should be given to all to participate in the rich cultural heritage, which is part of the legacy handed on to us by our forefathers, and to which we, as Australians, have a contribution to make. We see no reason why art and music, literature and the drama, an understanding of the past, the sciences and the knowledge of the expert, should be forbidden to the ordinary man. By offering an opportunity to a great many people to enjoy life more fully, by gaining a deeper and more lively understanding of the kingdom of the mind, we feel that we will thereby deepen the affection of the citizen for his community, and help him to appreciate more fully the undoubted merits of the democratic system. We should also help to strengthen the sense of responsibility and the obligation of service which is among the greatest needs of today.

And a Free Hand

By conscious design, the government has given the Adult Education Council a very free hand. We know that culture cannot be imposed from the top, and as a Labor Government we are very much aware of the danger that so-called cultural agencies may be used to inculcate political opinions and one-sided doctrines. We believe firmly in the power of the ordinary man to think for himself, if the facts are honestly placed before him. We believe that we can trust him to form his own opinions. Our aim is to free education as far as possible from any taint of party politics and to create educational agencies which are responsive to public opinion, staffed by competent and trained men and women and free from sectional pressures. The government is anxious that you should build up an adult education service which is inspired by these ideals and we hope that the absence of limitations on your work will help to enable you to bring a fresh and original approach to the task . . .

It is not my function to advise you about your methods or about what you should do. But there are two points which I think you may find it well to bear in mind. First, it is necessary, I think, that the Adult Education Council should avoid the reproach so often levelled at adult education agencies, that its work is directed towards, and acceptable only to, a minority of already educated people. There are all sorts of reasons why this accusation should be made and it is not necessary to agree with it wholly, in order to admit that there is something in it. It is natural enough that the sort of people who normally administer or teach in adult education work should have some difficulty in adapting their material to the needs of the man in the street. Your task is somewhat the same as that of the education officer in the Services, and experience there demonstrated that the ordinary teaching methods of lecture room and classroom were not well suited to the purpose.

Equally, however, and this is the second point, the Council must keep ever before it that education has a serious purpose and that it is different from entertainment. While aiming at interesting, you should not end by merely amusing. Whatever is done in the name of the Council should be first-rate of its kind. It need not necessarily be high-brow; it should certainly not be third-rate. Pandering to popular prejudice does not necessarily show that a lecturer or an artist has not lost the common touch; it only too often reveals that he is commonplace.

For the Countryman

I am hopeful that your work will reinforce and complement the effort which the government is already making to encourage greater decentralization in Victoria, a policy which we believe to be necessary both for social and for economic reasons. Adult education has a most important part to play in this, both directly, by disseminating information about regional and town planning, encouraging discussion of the aims to be achieved and by stimulating realistic criticism of particular plans: and indirectly, by creating conditions in the countryside which will make life there pleasanter and more attractive . . .

The Place of the Volunteer

Finally, I should like to lay particular stress on the need to enlist voluntary help and support. The Adult Education Movement came into being as the result of the efforts of voluntary organizations and because farsighted individuals saw a need and decided to meet it, if they could, with whatever means lay to hand. The establishment of the Council is not an end in itself, but only the opening of a new chapter in the story. Your success will depend not on the extent to which you can secure further assistance from governments, but on the degree to which you are able to meet a need. You will need a small body of professional officers, but you will also need a great many volunteers of all kinds, who are ready to give time and thought to the cause. It is indispensable to the success of your effort that you should secure both the confidence and the hearty co-operation of the man in the street. Adult education cannot be forced upon people and you have nothing to offer in the way of material reward. It should not be your function to extinguish all other forms of adult education or to discourage the formation of associations and organizations seeking to extend special forms of it; it should rather be your especial care to foster and help them in all possible ways. The proper function of the State, as I see it, in these matters, is not to swallow, like a Moloch, but to guide and help enterprise wherever it appears, in wise and discriminating ways.

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Chapter Two: Institutions

INSTITUTIONS

Brief lives

BADGER: See Chapter One: Section One

BIAGGINI: See Chapter One: Section One

BIRMAN, John, born in Poland in 1913, was educated at the Universities of Warsaw and Western Australia. After serving in the Second World War in the A.I.F. Artillery, he transferred to the Army Education Service. In 1945 he became Readers' Adviser, State Library of Tasmania, and in 1948 joined the staff of ALEXANDER, University of Western Australia. In 1968 he became Head of Extension there.

CAVE, Colin, born in 1925 at Melbourne, was educated at the University there. In 1950 he became a teacher in the Education Department of Victoria. A devotee of drama, he was closely associated from the beginning with C.A.E. Summer Schools, and with BADGER. In 1962 he became the pioneer executive officer of the Wangaratta Centre. In 1971 he succeeded BADGER as Director of Adult Education.

DUNCAN: See Chapter One: Section One

EDDY, William Henry Charles (known as Harry), born in 1913 at Maryborough, Queensland, was educated at the University of Sydney. In 1936, while employed by the New South Wales Department of Education, he became a part-time tutor under DUNCAN. In 1945 he became Senior Staff Tutor at Newcastle, transferring in 1955 to Sydney. He was a close associate of STEWART, and has always been active in W.E.A. counsels.

HELY, Arnold, 1907 to 1967, born in Birkenhead, England, was educated at Auckland University College, New Zealand. In 1938 he became Senior Tutor-Organizer for the W.E.A., Wellington District and, in 1947, first full-time Director of the Department of Adult Education there. In 1957 he became Director of Tutorial Classes, University of Adelaide, and reorganized the department. In 1963 he became a Member of the UNESCO International Committee for the Advancement of Adult Education. In 1965 he returned to New Zealand as Secretary of the National Council of Adult Education.

JAYNE, Clarence D., of the University of Wyoming, is best known for his collaboration with Sheats and Spence on *Adult Education–The Community Aspect* (New York, 1953).

JONES, Edgar, was leader of the W.E.A. Public Speaking Club in Adelaide (1947 to 1962) and President of the W.E.A. in 1959 and 1960.

LILLECRAPP, Douglas A. J., educated at Adelaide Teachers' College and University, joined the Education Department there. After a wide and varied experience of schools he became Principal of the Technical Correspondence School (1953 to 1962), and then the first Assistant Superintendent, Adult Education, responsible for developing, organizing and administering the Education Department state wide system of adult education.

McAUGHTRIE, Thomas, died 1957, was educated at the University of Melbourne. He was a teacher with the Education Department, Victoria and, from being President of the W.E.A. of Victoria, became the first President of the A.E.A. from 1949 to 1952.

McAVOY, Thomas, a Master Builder, has been associated with the W.E.A. of N.S.W. since 1925. He was General Secretary 1958 to 1963.

McDONELL, Alexander, was an employee of the Education Department, Victoria: Chief Inspector (1953 to 1958); Assistant Director, (1958 to 1960); and Director, (1960 to 1965).

MADGWICK, Sir Robert Bowden, born in 1905, was educated at the universities of Sydney and Oxford. In 1936 he became Lecturer in Economic History at Sydney, and Secretary of its Extension Board the following year. From 1941 to 1946 he was Director of Army Education. He became Warden of New England University College in 1947, Chancellor there in 1954, and Chairman of the A.B.C. in 1967.

MANDER-JONES, Evan, a Sydney school-master (Newington College), and Colonel in the Second World War, was Director of Education, South Australia, from 1946 until 1967.

MANSBRIDGE, Albert, 1876 to 1952, was the inspirational Secretary of the W.E.A. in England, who founded the W.E.A's of Australia in 1913.

PATTINSON, Hon. Sir Baden, was Minister of Education in the Playford government of South Australia, from 1953 until 1965.

PORTUS: See Chapter One: Section One

ROBERTS, Thomas Hewitson, born in 1906 in Albany, Western Australia, was educated at the Universities of Western Australia and Oxford. During the Second World War he served in both the Australian and the U.S. services education schemes and, in 1956, was invited to return from the U.S. to become Director of Adult Education in succession to ALEXANDER.

SHIPP, George, born in 1926 in Vienna, was educated at the University of Sydney. In 1957 he became Metropolitan Secretary of the W.E.A. of N.S.W. and, in 1961, General Secretary. In 1965 he joined CROWLEY's staff and, in 1968, became Lecturer in Political Science at the University of New South Wales.

SLOANE, Thomas Robert Milton, 1906 to 1966, was educated at the University of Sydney. He joined the Education Department as a teacher in 1926. In 1954 he became Assistant Director of Education, one of his responsibilities being the Evening College adult education scheme.

STEWART: See Chapter One: Section One

WALKER, John Schomburgk, was an employee of the Education Department, South Australia; Superintendent of Technical Schools (1953), Deputy Director (1962), and Director General (1967 to 1970).

WILSON, John Lascelles Jenner, born in Sydney in 1898, was educated at the Auckland University College, New Zealand. In 1925 he was actively associated with the W.E.A. at Auckland, moving from Dunedin to the University of Sydney in 1936 as Assistant Director of Tutorial Classes (Director from 1950 to 1963).

Commentary

Australian adult education has been very largely institution-oriented, with people worrying more about who manages it than with any other facet (see also Crowley, Chapter One: Section Three, and Proceedings of the 1967 Conference of the A.A.A.E.–"Organization of Adult Education in Australia").

The institutional form "University Extension" still continues, though with various modifications. Some Australian universities have no Extension division at all. Some have a minimal section, managing occasional specialist lectures. In those with big departments, the choice seems to lie between three possibilities: work with graduates only, or extra-mural work that either is or is not of "sub-degree standard" (to use the phrase of the Report of the Australian Universities Commission, tabled in the Senate 21 September 1966).

The Army Education Service was a unique organization, and no post-war institution was able to duplicate the generality and level of its work. The A.E.S. had an almost-captive clientele. Further information about it can be found in the unpublished Melbourne University M.Ed. thesis of T. H. Coates: "Education in the Australian Army 1941–1946".

The statutory boards are institutionally similar to one another, though their activities are more diverse than their constitutions. History, geography, and personalities have all contributed to this.

Community centres were, in Australia, a rebirth of the mechanics' institutes but, in contrast to the earlier institution, they were stabilized by their housing baby health centres, art galleries, libraries, local government offices, and the like; such civic centres depend somewhat on the idealism of local councils. The Wangaratta experiment had a similar impact, but remained under the aegis of the Education Department. It has stimulated the formation of similar centres in several other Victorian country towns.

The Education Department institutions have had one big advantage: they have appeared in familiar guise to men and women who were yesterday's schoolchildren.

The voluntary institutions have been as stable as their reason for existing has been patent. The A.A.A.E. and the A.E.A. depend on the consensus of their membership for their existence. The W.E.A. has the added advantage of being the organizing wing of the university's programme, and consequently has a university-subsidized secretariat.

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AUSTRALIAN ASSOCIATION OF ADULT EDUCATION

(*a*) A.S.M. Hely, from a paper "Notes on a Proposed National Association", 15 September 1959. Most of the paper is also reproduced in *Adult Education* (Melbourne) July, 1968, p.24 ff.
(*b*) From the original constitution, from Report of the Commonwealth Adult Education Conference, Hobart, October 18th–21st, 1960.
(*c*) 1961 alteration
(*d*) 1962 alteration
(*e*) 1970 alteration

(*a*)

. . . The position can be summarized as follows:
1955 Conference: Nine delegates and one observer (total 10). The question of an adult education association was raised briefly at the end of the conference but it was considered at that stage (1955) the formation of such a body would not be sufficiently advantageous. It was agreed that members investigate the possibility of an 'Institute' in each State and find out which bodies would be interested in attending future conferences.
1957 Conference: Seven Directors or their nominees and seventeen observers (total 24). Duration—2½ days. An item 'Do we need an Adult Education Association and an Annual Conference' was placed on the agenda. It was the last item on the agenda for the third and last day. The period for the discussion on the two topics was 11.45 a.m.–12.15 p.m. (total of 30 minutes). In the brief time available the subject could not be discussed in detail. The report of the conference states that "most (of those present) felt that the Canadian scheme (Canadian Adult Education Association) should be further studied". Mr. Colin Badger undertook to circulate a paper for further discussion.
1958 Conference: Membership broadened. Wider range of interests and organizations represented (total 30+). Length of conference two and a half days. Agenda for final morning included:
(*a*) Dr. Jaynes proposal for the development of closer co-operation and liaison among adult educators of British Commonwealth and United States.
(*b*) Problems raised and held over from earlier sessions.
(*c*) Federal Organization of Adult Education.
(*d*) The scope place and purpose of next conference.

While consideration of a federal or national organization for adult education was lumped in with a number of other miscellaneous items in a final morning session more time was devoted to discussing whether or not such an organization was required than had been given to the question in earlier conferences. Doubts were expressed by Mr. McAvoy, W.E.A. (N.S.W.) and Mr. Eddy, (University of Sydney) about the value of such a federal body. The general consensus of opinion, however, was in favour of some form of national association. Mr. Wilson (University of Sydney) suggested that a sub-committee of three be set up to draft a suitable constitution for consideration at the conference to be held in Adelaide in 1959. Mr. Eddy agreed that this was the best way to start but thought that the question of its desirability, (i.e. the formation of the national organization) was the first thing the committee should consider.

The actual decision of the conference, however, did not include this proviso but merely resolved (*a*) that a committee be charged with the task of forming a working party to produce a draft or drafts to be circulated to as many people as possible and that a meeting be convened to discuss these drafts (*b*) that the committee be Wilson (N.S.W.), Badger (Victoria) and Roberts (W.A.), (*c*) that the proposed constitution of a federal body be one item on the agenda of the next conference. The decision reached at the 1958 conference therefore was that a draft or drafts of a constitution for a national organization be prepared and the proposed constitution of a federal body be placed on the agenda for the 1959 conference. I think it is not unfair to claim that as a result of discussions covering three conferences between 1955–1958 a majority of delegates at the 1958 conference had accepted in principle the desirability of some form of federal association in adult education. The discussions at the 1959 conference could be expected to start from this point.

1959 Conference: Length–three days. Time allocated to consideration of proposed organization–one full day. Delegates 41, observers 4. Total 45. All material was sent out to delegates approximately 3½ weeks before conference started. Members of Drafting Committee had corresponded during year and material sent out included a draft constitution prepared by Mr. Wilson with some suggested amendments prepared by Mr. Roberts. Mr. Badger, while agreeing in general with Mr. Wilson's draft prepared a paper containing some minor amendments. The W.E.A. Executive, N.S.W. prepared a paper outlining their reasons for opposing the formation of a national organization and embodying alternative suggestions for less formal liaison between States. These papers did not arrive in time to be sent out to delegates and were issued at the first session of the conference. Mr. Birman (W.A.) also brought to the conference a draft containing amendments to Mr. Wilson's draft and this also was issued to members at the first session.

The W.E.A. (N.S.W.) requested (*a*) that in addition to the full day set aside in the agenda for the consideration of the proposed constitution of a federal organization the afternoon of Wednesday, 9th September, be devoted to the subject in order to ensure that full consideration could be given to the topic, and (*b*) that this additional period be devoted to a discussion on whether or not a national organization was necessary. Both requests were agreed to unanimously.

I think it would be fair to say that a majority of those who had been present at the 1958 conference and who had assumed that the need for a national organization had already been accepted in principle were concerned to ensure that no ambiguity in the decisions reached at that conference should prevent a full discussion of the points raised by the W.E.A. (N.S.W.). They agreed even though they recognized that a re-opening of the discussion on (*a*) the general case for and against a national organization and (*b*) the special alternative proposals put forward by the W.E.A. of N.S.W. would leave insufficient time to make any real progress on the main item on the agenda–the consideration of a constitution for a proposed national body.

This view-point was confirmed by events. The afternoon of Wednesday (3 hours) was completely devoted to a discussion of the general case. The discussion was carried out at a high level and proved most valuable. The morning of the last day was devoted to a resolution moved by Mr. Shipp (W.E.A. of N.S.W.) that the alternative to a national organization (as embodied in the paper presented by the W.E.A.) should be adopted. Here again the general standard of the discussion was at a high level. Even though most of the points raised during the discussion on the 'Shipp' motion represented a repetition of points already made during the preceding afternoon, the morning session did ensure that every opportunity was made available to the opponents of the federal organization, and to the supporters of the W.E.A. alternative, to put forward their views. The Chairman, Mr. Jones, with the full support of the conference, gave every latitude to the W.E.A. spokesmen and their supporters–in almost every case giving them an extension of time to round out their case.

At the end of the three hours session of the 'Shipp' motion was put and defeated. Not only did a majority of delegates present support the general principle of setting up a national organization but more important the delegates supporting the formation of a national organization also represented the majority of adult education bodies represented at the conference.

The defeat of the 'Shipp' motion cleared the way for a consideration of the Draft Constitution prepared by Mr. Wilson and the suggested amendments put forward by Messrs. Roberts, Birman and Badger. It was clear that insufficient time was left to give full consideration to a detailed constitution and that some temporary machinery must be set up to carry on until a later conference could endorse and adopt a suitable constitution. There appeared to be sufficient time left, however, not only to create a provisional committee to carry on in the interval which must elapse before the next conference but also to give consideration to some of the main clauses in proposed constitution. A quiet and constructive examination of the draft constitution might have given the sub-committee responsible for preparing material for a future conference valuable guidance as to the general principles which must be taken into consideration in preparing an acceptable draft constitution.

Unfortunately the high level at which the conference had been conducted over two and a half days deteriorated and no progress was made during the final afternoon. I would prefer to believe that this deterioration was due to a natural reaction to the strain of a long and difficult session extending over nine hours rather than to any deliberate intention on the part of the W.E.A. representatives from N.S.W. to use meeting procedures as a technique for thwarting the wishes of the majority.

Summary

These notes have been compiled to summarize the development of thought and discussion on the possibility of a national organization in adult education as they have evolved over a series of four conferences spread over five years. It is an attempt to see what point has been reached through these deliberations. Certain conclusions arise:

(1) That a national organization should be established has been accepted in principle—time at the next conference should not therefore be devoted to reopening the question.

(2) The principle alone has been accepted. Those who support a national organization do not necessarily agree upon the nature, powers, functions or membership of a national organization.

(3) Agreement on these points must be hammered out. As much hammering out as possible must be completed by a process of discussion within and between States before the next conference so that some basis of understanding and agreement is present when delegates meet to endorse and adopt a constitution.

(*b*) Original Constitution

3. *Objects.* The objects of the Association shall be:
(*a*) To encourage interest in and support for the further development of adult education.
(*b*) To promote understanding of and co-operation in adult education.
(*c*) To provide and undertake services in adult education in ways appropriate to a national organization and in fields where only national action can be effective.
4. *Functions.* For these purposes the Association shall:
(*a*) Serve as a centre of information in regard to all aspects of adult education and maintain a central library on adult education.
(*b*) Encourage enquiry, research, experiment and publication in the field of adult education.
(*c*) Convene national conferences in adult education.
(*d*) Develop and maintain relations with other national or international organizations.
(*e*) Undertake such other functions as are in conformity with the functions of the Association and are approved by the governing body.
5. *Membership.* Membership shall be divided into three categories:
(*a*) Professional membership shall be open to all persons permanently employed as teachers and/or administrators by bodies recognized by majority decision of the governing body as organizations concerned with adult education.
(*b*) Associate membership shall be open to persons who are, or who have been, active in adult education in either a professional capacity or non-professional capacity on a full-time or part-time basis.
(*c*) Organizational membership shall be open to bodies directly concerned with adult education.

(*c*) 1961 alteration

5. (*c*) Organizational membership shall be open to bodies directly concerned with adult education whose application is approved by the Executive.

(*d*) 1962 alteration

5. (*a*) Professional membership shall be open to all persons employed as teachers and/or administrators by bodies recognized by the Executive as organizations concerned with adult education and who are engaged for the greater part of their time in adult education.
5. (*b*) Associate membership shall be open to persons (not being eligible for professional membership) who are or have been active in adult education. Applications for associate membership shall be sponsored by two professional members and approved by the Executive.

(*e*) 1970 alteration

4. (*c*) Convene national conferences in adult education, and initiate or assist with such regional activities in adult education and regional meetings of members as the Executive may from time to time decide upon or approve.
5. (*a*) Membership shall be open to all persons who are or who have been engaged in adult education as teachers and/or administrators.
5. (*b*) Membership shall be open to all persons (not eligible for membership under clause (*a*)) who are or who have been active in adult education.
New members (eligible for membership under clause (*a*)) may be accepted as clause (*b*) members for a period not exceeding two consecutive years, provided they are financial members in both these years.
5. (*c*) Membership shall be open to bodies directly concerned with adult education whose application is approved by the Executive.
Applications for membership shall be sponsored by two members as described in sub-clause (*a*) and approved by the Executive which shall establish a sub-committee for this purpose.
5. (*d*) No person or organization shall be deemed to be a member unless, in addition to fulfilling the provisions stated above he/it has paid the appropriate membership fee for the current financial year determined from time to time by the Annual Meeting.

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ADULT EDUCATION ASSOCIATION (VICTORIA)

(*a*) The "Memorandum from the Workers' Educational Association of Victoria to the Council of Adult Education", March 1948, by T. McAughtrie.
(*b*) From the constitution (April, 1970)

(*a*)

1. *Preamble.* It will be recalled that on 21st May, 1947, the W.E.A. asked the C.A.E. for the use of office facilities and some secretarial assistance to enable it to prepare a plan for the establishment of a new voluntary association of people to work with C.A.E. in the cause of Adult Education. This request was granted at the June, 1947, meeting of the Council, and great interest was expressed in the proposals which the W.E.A. wished to prepare.

2. *The W.E.A.* The W.E.A. is vitally interested in Adult Education, particularly as it involves the voluntary co-operation of people with an administrative body. First founded in England in 1903 by Albert Mansbridge in order to provide a link between the University Extension movement and the working class movement, its achievements have been considerable and widely recognized for some 45 years.

In Victoria, the W.E.A. was founded in 1913, after a visit from Dr. Mansbridge, and has kept alive an interest in Adult Education during a period when official provision was most inadequate. From 1939 to 1947, it was, to all intents and purposes an association of students of University Extension Board classes, co-operating with the Extension Board in arranging lecture classes, week-end schools, half-day conferences, carry-on groups, and social functions associated with the adult education programme.

During these years, its original working class function, never realized to any marked extent owing to a variety of local circumstances, has dropped into the background, and a more general adult education function has taken the chief place in the Association's interests and activities.

The present active members of the W.E.A. of Victoria are mainly people who are interested in Adult Education as such, and are willing to look at it from the point of view of the whole community, irrespective of class or occupation. At the same time, the Association is mindful of those whose need of Adult Education is greatest, and its members feel strongly that every effort should be made to provide for the needs of those whose early education was limited. The present proposals are made by people who believe that the aim of Adult Education should be to raise the educational standard of the whole community, rather than to cater for a cultured elite.

3. *The Case for a Voluntary Association.* The following points are held by the W.E.A. to constitute a strong case for the existence of a sponsored voluntary association alongside the statutory body:
A. There is certain to be criticism of the C.A.E. by people interested in adult education. It will tend to be responsible and constructive criticism if provision is made for it in a voluntary association. Thus the criticism which is bound to come could be made a help rather than an embarrassment.

B. Criticism apart, a ready means of getting consumer opinion is desirable.

C. A voluntary association could provide an opportunity for *individuals* interested in adult education to work in an organization related to C.A.E. though they cannot be members of the Council itself.

D. Through a system of affiliation, provision could be made for *societies and organizations* interested in adult education to take part in the work. Only a limited number of these can be directly represented on the Council. Thus a useful channel of communication could be provided between the C.A.E. and other bodies.

E. The machinery would be created whereby a great deal of voluntary work would be made available to the Council. This is important when the Council has an expanding programme and limited resources. Week-end schools, summer schools, carry-on activities, social functions, etc., could benefit. Some could be organized almost entirely by the Association. In others, its co-operation in certain ways would be helpful.

F. Through suburban Branches of the proposed Association, effective local committees could be provided for certain aspects of the work of C.A.E. It would be embarrassing for the Council to have to appoint official committees in every suburb in which activities are conducted. Branches of a voluntary association recognized by C.A.E. would serve that purpose more readily. Northcote, Heidelberg and Williamstown, in which Branches of the W.E.A. have operated for some years, are examples.

G. The conduct of such an association is itself an educational activity.

4. *Recommendation.* The W.E.A. therefore recommends that the C.A.E. take the initiative in forming such an Association, suggested details of which are given separately, and further that the C.A.E. should give it

(*a*) official recognition by commending it to the public, and

(*b*) a secretary and office facilities.

By (*b*) is meant that the existing situation with respect to the W.E.A. should be carried over to the proposed body. In effect the C.A.E. authorizes one of its officers to act as Secretary to the W.E.A. in conjunction with his work on the Metropolitan programme.

5. *Procedure.* If the above recommendation is adopted, it would be desirable to push ahead with all possible speed in order to save what is left of the enthusiasms of many who have worked in the W.E.A., and could serve as a nucleus of members for the new Association.

It would be desirable to call a public meeting in June (while classes are running) to form the Association, adopt an interim constitution, and take steps for registration. Office-bearers could be elected *pro tem,* and a date fixed for an Annual Meeting.

When this step has been taken, the W.E.A. will take steps to disband in favour of the new Association, probably in July.

6. *Appendices.* Drafts of a Memorandum and Articles of Association for the proposed body are attached.

7. This communication has been considered by the W.E.A. in committees and at meetings of the General Council, and is sent with the approval of the Annual Meeting of the W.E.A., held on 23rd March, 1948.

(*b*)

4. *Objects:*

(*a*) To encourage public interest in and support for the development of adult education.

(*b*) To engage in educational activities.

(*c*) Generally to support the efforts of the Council of Adult Education of Victoria (C.A.E.), the Australian Association of Adult Education (A.A.A.E.) and other interested bodies seeking to promote the cultural and educational development of Victoria.

5. *Functions:*

(*a*) To convene conferences on adult education in association with national, state, regional and international adult education agencies.

(*b*) To organize such lectures, exhibitions, weekend and other schools, and social functions as may from time to time be determined by the General Committee.

(*c*) To provide a meeting place and information centre for persons interested in or participating in adult education.

(*d*) To publish and encourage the publication of books, pamphlets, journals, etc.

(*e*) To generally assist where possible and encourage educational and cultural effort throughout Victoria.

(*f*) To undertake such other functions as are determined by the General Committee.

6. *Membership:*

(*a*) Ordinary members. Any person over 16 years of age shall be eligible for membership in the Association on payment of the annual subscription.

(*b*) Every new member shall be given a copy of the Constitution.

(*c*) The General Committee may award Life Membership to any person it deems worthy, in recognition of notable services to the objects and functions of this Association or to Adult Education in general.
(*d*) Affiliated Member Organizations. Organizations concerned with adult education or such organizations as the General Committee recognizes as having aims and objects generally consonant with those of the Association, or which are recognized by the General Committee as being in sympathy with the objects of the Association, may become affiliated Member Organizations on approval by the General Committee and on payment of the affiliation fee prescribed by the said Committee.

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ADULT EDUCATION BOARD (TASMANIA)

(*a*) W. G. K. Duncan, from *Report on Adult Education,* presented to the Tasmanian Parliament in 1947, Section III paragraph 5.
(*b*) From "An Act to make provision for the constitution of an Adult Education Board, and for matters incidental thereto", 23 July 1948.

(*a*)

Adult education needs a specially-designed authority of its own. In the first place, it is far too big an undertaking to be supervised by some other authority, busy with its own problems. It should be remembered that the potential public for this new educational service is the whole adult population, and that there are at least twice as many adults in the community (20 years of age and over) as there are young people (19 years of age and under). It is true that schooling is compulsory and full-time for children between certain ages, and that education is never likely to occupy more than a fraction of the leisuretime available to adults. But, as against this, the needs and interests and circumstances of adults are far more varied than are those of children.

Adult education aims to serve the University graduate as well as those who were forced, or who preferred, to leave school early; to reach isolated individuals as well as organized groups; women in the homes and workers in the factories as well as people in their leisure-time groupings; young adults and the not-so-young; the country as well as the city. It ranges from learned lectures and formal courses of instruction to a never-ending variety of informal activities appealing to feet and hands (through dancing and crafts) as well as to eyes and ears and feelings (through films and music and drama).

It is because of the variety, then, as well as the scale of adult education activities that a specially-designed co-ordinating authority is needed. There is a third reason: the need to provide both scope and encouragement to voluntary bodies to carry out a programme of adult education in their own way. In the modern world, given to large-scale organization and impersonal planning, it is more and more important to preserve some field of activity in which the ordinary man or woman can take a personal interest, and for the management of which they will accept some personal responsibility. It is the belief of the democrat that participation in public affairs is itself a form of education. But the taste for, and the habit of, participation has to be cultivated, and the ordinary person is increasingly inhibited by a feeling of his own insignificance in public affairs. The greater the trend, therefore, to centralization and remote control in political and economic organization, the more deliberate should be our efforts to provide leisure-time facilities with controls local, immediate, and in the hands of the people themselves. This will no doubt mean, as suggested above, a good deal of administrative untidiness, but that is a small price to pay for variety and spontaneity in an increasingly standardized world.

With these considerations in mind, let us try to outline an appropriate authority. There should, in my opinion, be a statutory Board of Adult Education, set up by the Minister for Education, and charged with the responsibility of providing adult education facilities for all sections of the community. This Board would administer all funds voted by Parliament for the development of adult education in Tasmania, and would seek to assist, to supplement, and to co-ordinate the work of organizations already active in the field.
Set out more explicitly, it would be the duty of the Board:—

1. To encourage and assist by means of financial grants and otherwise local government bodies, voluntary organizations and institutions engaged in adult education of a non-sectarian and non-party political character, at standards approved by the Board.

2. To inspect, or cause to be inspected, the work of bodies receiving financial assistance from the Board:
3. To survey the whole field of adult education, and to report and make recommendations to the Minister as to–

(*a*) The funds to be provided in each year to sustain a comprehensive and balanced programme of adult education.
(*b*) The grants to be made to bodies participating in this programme.
(*c*) The manner in which provision should be made for any types of work, or for the extension of existing adult education facilities to a wider public.

The Board should be empowered:

1. To establish a teaching service of its own.
2. To set up adult education bodies directly responsible to the Board;
3. To make provision for the training of teachers and leaders for adult education work;
4. To prepare and publish adult education materials;
5. To undertake investigation and research;
6. To organize schools, conferences, exhibitions and demonstrations.

The Board would need the services of a full-time staff, consisting at first of: a Director of Adult Education; two or three District Tutors to reside in, and take charge of, regions outside the metropolitan area; and the necessary office and clerical staff. Later on, additional tutors and specialists in different fields of adult education would be necessary.

The right composition of such a Board is a difficult problem. To work at all efficiently it will have to be kept comparatively small, and one essential qualification for membership is some knowledge of the field of adult education and, preferably, some first-hand experience of its problems. I would suggest a Board of seven members, consisting of a Chairman (chosen for his distinction in the field of education, his integrity and his standing and prestige in the community); the State Librarian; the Director of Education; a nominee of the University; a person with knowledge and experience of music, drama, and art; a person (preferably a woman) with knowledge and experience of Youth Club and/or Community Centre work; and, as soon as he is appointed, the Director of Adult Education, who would act as the executive member of the Board. Members of the Board should be appointed to act in a private capacity, and should be held in no way officially to represent any organization to which they may be attached.

The detailed work of programme-building should be done by committees of the Board, and it may eventually be necessary to establish separate committees in each of the following fields: workers' education; parent education; education for young adults; education in country districts; education in community centres; pre-vocational education; education in the arts–of music, drama, painting and ballet; University-type education, including residential adult education; and education for the handicapped (including illiterates and near-illiterates) prison inmates, hospital patients, merchant seamen, foreign immigrants, etc.

These committees should have power to co-opt individuals with special skill and experience, and members of any relevant organizations. For example, experienced trade unionists would be indispensable on the workers' education committee; members of the Y.M.C.A., Y.W.C.A., Associated Youth Clubs and the National Fitness Council on the young-adults committee; the C.W.A. and Extension Division of the Department of Agriculture on the committee dealing with work in country districts; the Repertory Theatre Society on the Arts' Committee, and so on.

In addition to the Board and its committees, it would be advisable to set up an Advisory Council on Adult Education. This should be made as wide and as inclusive a body as possible. It should meet twice or perhaps three times a year, and its function would be to arouse public interest in adult education; to allow interested bodies to express their views on matters of general policy, and to make suggestions for the extension and improvement of adult education services. The Director of Adult Education might act as *ex officio* secretary of this Council, but it should have its own, independent Chairman. It might develop into a very useful "parliament" for the whole adult education movement, and it would, at the very least, provide a convenient answer to the dozen and one different organizations who would eventually claim "representation on the Board".

Finally, the Board should foster the formation of local and perhaps regional, Adult Education Advisory Committees. These Committees should be linked, wherever possible, with a local government authority, either by being a committee of that authority or by including a representative of that authority. The time may eventually come when local authorities are prepared to shoulder some of the financial burden of adult education, as so many of them already have, in Tasmania at least, in the field of libraries.

(*b*)

Powers, functions, and duties of the board.
8. (1) It shall be the duty of the board–
(*a*) to advise the Minister on matters of general policy with respect to adult education;
(*b*) to investigate, and report upon, any matters relating to adult education which may be submitted to the board by the Minister for investigation and report;
(*c*) to plan and supervise the administration and development of adult education in this State, and to assist other bodies actually engaged in adult education in this State;
(*d*) to take such steps, and make such recommendations to the Minister, as the board may think necessary or desirable, for the purpose of co-ordinating the activities of bodies engaged in adult education in this State; and
(*e*) generally to promote adult education in this State.
(2) for the purposes of this Act the board may–
(*a*) organize and conduct, either of itself or in collaboration with any other body or bodies engaged in cultural or educational pursuits or in the encouragement of the arts and sciences, such lectures, classes, vacation schools, and other activities which the board may think necessary or desirable for the purposes of, or in connection with, the promotion and encouragement of adult education in this State;
(*b*) charge and receive such fees and payments as the board may impose or as may be prescribed in respect of any services supplied by the board, and in respect of the admission of persons to, or the enrolment of persons for the purposes of, any lectures, classes, vacation schools, or other activities organized and conducted by or on behalf of the board, under and for the purposes of this Act;
(*c*) out of moneys available to the board for the purposes of this Act, make payments or advances (either unconditionally or subject to such conditions as the board may determine) to local advisory committees appointed under section ten, or, with the prior approval of the Minister, to other bodies engaged in adult education in this State; and
(*d*) generally, do all such acts and things, enter into all such contracts and arrangements, and exercise and perform all such powers, authorities, and functions as may be necessary for carrying out or giving effect to the purposes of this Act.

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ARMY EDUCATION SERVICE

R. B. Madgwick, from "The Australian Army Education Service" in *Forum of Education*, October 1949, pp. 54–9, 63

By the middle of 1942 it became apparent to the Directorate in Melbourne that an entirely new type of Army Education was needed–new, that is, not only in the Australian Army, but in any army elsewhere. What had to be done was to evolve a system of adult education that would be effective wherever there were troops, either in forward areas or back on the Australian mainland.

In this we were faced with a task of almost frightening magnitude, particularly when we came to consider what resources we had at our disposal. Obviously, we had to experiment. Obviously, we would make innumerable mistakes and in any case we would need to spend money on a scale never previously dreamed of in adult education in Australia. It is, I think, significant that we were able to convince the army and the Commonwealth Treasury that we had to cut our losses and learn from experience. Far from condemning us, they approved greater and greater budgets each year as it became apparent that education could be an integral part of the activity of an army in the field.

The first difficulty in determining the scope and methods of the Service arose because we had no precedents to guide us . . .

The second difficulty was even more important. Adult education in Australia was so much the Cinderella that no large body of trained people existed upon whom we might call. In the end we enlisted or found in the army eight men with any pretensions to wide experience, and the balance we had to train ourselves. Initially they got their training "on the job", although later we established special army schools at Glenfield in New South Wales for men and at Keilor in Victoria for women. Subsequently, the school at Glenfield was made mobile and sent into forward areas to train Unit Education Officers, but this happened too late in the war to be really effective. The schools at Glenfield and Keilor did fine work despite the fact that the syllabus had to be changed continuously as we found old methods unsatisfactory.

The third difficulty was equipment. At the start we had none at all and the middle of a total war was not the best time to set about getting it. We needed projectors of all kinds, together with films for them; gramophone amplifiers of several different types and records in large quantities; radios; books of all descriptions from fiction to text-books for correspondence courses; typewriters, generators, special vehicles for mobile units, maps, book boxes, library shelving, pianos, violins, hand tools, lathes, forges, timber, sheet metal, leather and a host of other items for the procuring of which we had to establish special sections in the Directorate.

Fourthly, we could not use established civil institutions except on the mainland. In the forward areas there were no libraries, no school buildings, and none of the other educational institutions which made our work much easier in the more settled districts. Accordingly, we had to provide our own libraries, our own education centres, our own workshops and so on . . .

Another problem was to provide printed material other than books. To do this, we had to become our own publishers. By 1944–45 we were issuing 200,000 copies of *Salt* and 36,000 copies of *C.A.B.* every fortnight; 20,000 Discussion Pamphlets each week; and tens of thousands of maps and hundreds of thousands of special pamphlets at irregular intervals whenever we could discover still another printer to work for us. Not the least difficult problem here was to produce designs for craft work and for pre-vocational training projects, and we had to raise a special section of artists and draughtsmen to do all the art work and the designs for the publications as they were issued.

These, briefly, were the main difficulties to be overcome before the Service could function properly. There were many others of a more specialized nature. Extensive programmes of good music required the raising of a special unit of twenty-six musicians. Correspondence teaching became so extensive that it was necessary to raise special units to assist the staffs of the various Technical Colleges. The universities, too, required assistance in the way of funds, personnel and equipment to extend their extramural teaching. Ultimately we raised our own correction units for basic subjects and sent them overseas to prevent the delay in sending material back to the mainland.

Another interesting problem was to secure elementary text-books suitable for adults. In the end these had to be specially written in English, Arithmetic and Social Studies. It is surprising that Australian educationists have never shown any interest in these, for they did have a refreshingly new approach which might have had some lessons for teachers in our primary schools. Similarly, two "opportunity books", specially written to assist the teaching of adult illiterates, aroused no interest whatever in the world of civil education.

Concurrently with the attempts made to solve these problems, others of a more specialized army character were constantly arising. The most important of these, and the only one I have space to mention, was the building into the army of the Service itself. Education is not the sort of thing people demand spontaneously and in the early days of the war the army received the idea of an Education Service, if not with open opposition, at least with apathy or suspicion. Initially, therefore, the staffs appointed to the main formations spent much of their time preaching the gospel of education to somewhat sceptical staff officers. Later, members of the Service were appointed to Brigade staffs, to sub-areas, hospitals and convalescent depots and to various specialized units. Later still, full-time educational personnel replaced part-time education officers on battalions and regiments.

At the same time the Service became an important link between the army and various civilian departments or agencies concerned with rehabilitation. To take only one example again, the army's part in preparing and administering the Reconstruction Training Scheme fell to the Education Service. In fact, the scheme was introduced in the first instance as a War Cabinet Minute to an Education Service Agendum, which in itself provides some proof of the part the Service played in producing a scheme which has proved so beneficial to so many men and women.

The Australian Army Education Service as it approached its full development by the end of 1943 was, therefore, an enterprise of considerable magnitude. It had very wide ramifications not only throughout the army but far beyond the army, for all its activities involved contacts with business houses, educational institutions, government departments, public libraries and so on. . .

In the first place, the normal activities of civilian adult education were available right from the beginning. Lectures on all types of subjects, news commentaries and talks on the war were given by civilians, by Education Service personnel, or by other army personnel. To assist lecturers various expedients were tried. At one stage summaries of lectures were issued to all education officers. At another a special research section was established in Melbourne to provide notes or even full-length lectures on subjects requested. Another method was to issue special bulletins on countries that were in the news. Always maps were provided in a convenient form and size for use by army lecturers. These were drawn by a member of the Service who knew the requirements in the field, and were reproduced in tens of thousands.

Discussion Group courses were originally purchased from the Department of Tutorial Classes of the University of Sydney, but it soon became apparent that army conditions were not suited to lengthy courses and those prepared at the University were later printed in booklet form and used, in effect, as text-books. Special Discussion Pamphlets were then produced by the Service itself and used either by Discussion Groups or, more commonly, as "hand-out" material after lectures. Roughly thirty of these were written and tens of thousands of copies were issued.

All the variations of the lecture method were used at the discretion of the Education Officer himself. Debates, open forums, "soldier speaks" sessions and so on were always a regular part of the stock-in-trade. In forward areas, of course, the news talk, or review of the war, was by far the most effective contact with troops, assisted by pamphlets and books.

Music was one of the most popular activities from the beginning. Each officer or warrant officer (music) was supplied with his own instrument, whatever that might be, together with about 600 gramophone records and one or more gramophone amplifiers, which made possible performances by artists themselves as well as gramophone recitals. In fixed camps on the mainland the Australian Broadcasting Commission co-operated magnificently and education officers never had any difficulty in securing the services, free of cost, of civilian artists.

Dramatic performances were also popular, particularly among A.W.A.S. and A.A.M.W.S., while play readings were held very widely. All the material for these had to be provided and most authors of plays willingly allowed them to be reproduced in thousands of copies for use among the troops.

Art came later, although even in New Guinea paints, paper, brushes and other accessories were usually available and exhibitions of work by troops were organized as far back as 1942. Towards the end of the war collections of prints were compiled together with explanatory material, but classes in art appreciation were never widespread because the material was not available until fairly late in 1945.

On the publications side *Salt* was outstanding. After a very inauspicious start, when it was criticized very severely by almost everybody from Cabinet Ministers down to the lowliest private, its staff developed an understanding of troops and a deftness of presentation which made it one of the outstanding publications of the war. It was issued on the basis of one to every three personnel and proved popular also among navy and R.A.A.F. personnel and among the British and Americans. Its distribution always presented a major problem, but the *Salt* staff prided itself on never disappointing the troops. The journal appeared with astounding regularity even in the most forward areas. It travelled by every known means of transport and more than once special planes were used to avoid disappointing troops in New Guinea or other South-west Pacific stations.

The *Current Affairs Bulletin* also came out every fortnight, and although it was never more than twenty-five or thirty per cent. effective in the use to which it was put, this was no mean achievement. It was copied, in the first instance, from the British "Army Bureau of Current Affairs" publications, but it was soon found necessary to write it more simply than its British forerunner and to produce it more attractively. It is the only publication of the Education Service which survived the end of the war. The civilian counterpart published by the Commonwealth Office of Education is a more than worthy successor.

The Discussion Pamphlets, which consisted of single "lectures", and the Discussion Courses, running from three to as many as fifteen "lectures", have already been mentioned. About 20,000 of these were published each week and proved useful as supplementary reading . . .

But when all this has been given due weight the fact still remains that the Australian Army had an education service second to none in the world; and further that the work among the troops was by far the most spectacular experiment in adult education yet attempted in Australia. That it has aroused so little interest among Australian educationists is difficult to explain, other than by the fact that so little has been published by the men and women who were responsible for its organization and development.

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BOARD OF ADULT EDUCATION (QUEENSLAND)

From the National Education Co-ordination and the University of Queensland Acts Amendment Act, 1941, Section 23F

The Governor-in-Council may from time to time appoint a Board to be called "The Board of Adult Education" (herein in this section referred to as "The Board").

Membership

The Board shall consist of fifteen persons appointed as follows:

1. The Director-General of Education for the time being who shall be *ex officio* member and chairman of the Board;

2. Three other officers of the Department of Public Instruction to be appointed by the Governor-in-Council, one of whom shall be appointed as Deputy-Chairman;

The President of the Professorial Board of the University for the time being who shall be *ex officio* member of the Board;

Two other representatives of the University to be nominated by the Senate and appointed by the Governor-in-Council;

Three representatives of Industrial Associations, Unions and Organizations of Employers (registered pursuant to Arbitration Acts, 1932 to 1938") to be appointed by the Governor-in-Council.

Three representatives of Industrial Associations, Unions and Organizations and Employers (registered pursuant to the "Industrial Arbitration and Conciliation Acts, 1932 to 1938") to be appointed by the Governor-in-Council.

3. In case of the illness or absence of the chairman, the deputy chairman shall act as chairman of the Board and in case of illness or absence of both the chairman and the deputy-chairman the members of the Board present at any meeting shall appoint one of its members to act as chairman. Any person so acting as chairman shall while he so acts have all the powers, authorities and responsibilities of, and shall perform all the duties of chairman.

Functions of the Board

The general functions of the Board shall be:

(*a*) To make from time to time recommendations to the Governor-in-Council for the promotion and extension throughout Queensland of suitable and practicable forms of Adult Education, and generally for the dissemination of knowledge throughout the State, whether by tutorial classes, correspondence classes, extension classes, study classes, home-reading circles, "Listening-in" groups, vocations classes, or otherwise;

(*b*) To frame from time to time draft regulations and rules for submission to the Governor-in-Council concerning Adult Education, including the ambit and/or form thereof;

(*c*) Subject to the Minister to organize, supervise and generally direct such activities for Adult Education as may be approved;

(*d*) To make from time to time recommendations to the Minister concerning:

1 The appointment of lecturers, tutors, broadcasters, examiners and their remuneration;

2 Fees (if any) to be charged for tuition and examination;

3 The holding of examinations (in such groups as may be deemed desirable by the Minister) to test the proficiency of students who have completed individual courses of instruction;

4 The issue of certificates of proficiency to students successful at examinations.

(*e*) To make arrangements for the periodical inspection of classes, groups and/or circles;

(*f*) To organize, manage and control a centre library for Adult Education purposes and to arrange the lending of books to students, classes and/or groups in the State under terms and conditions to be approved by the Minister. In this regard arrangements shall be mutually made between the Minister and the Senate for the placing at the disposal of the Board for the purposes of Adult Education a library previously used by the Senate in connection with the Department of Tutorial Classes;

(*g*) To make recommendations to the Minister as to the annual grant of expenditure required by the Board for the purpose of the proper carrying on of the activities of Adult Education;

(*h*) Subject to the Minister, to manage and control the expenditure of all monies allocated to the Board for Adult Education purposes;

(*i*) To furnish an annual report to the Minister, and

(*j*) To perform such other duties as the Governor-in-Council or the Minister may from time to time determine.

Modifications

5. Subject to this Act the Governor-in-Council may from time to time make modifications in regard to the constitution and/or functions of the Board as he may think fit and proper.

Regulations

6. The Governor-in-Council may from time to time make regulations defining the ambit and/or form of Adult Education.

COUNCIL OF ADULT EDUCATION (VICTORIA)

From the Education Act (6240–An Act to consolidate the Law relating to Education) Part V–65. Section 2 has been identical ever since the original Bill of 16 October 1946; Section 3 (except for "aa") was added in September 1957 (Act 6143); and 3aa was added in May 1964 (Act 7140).

(2) The functions of the Council of Adult Education shall be–
(*a*) to advise the Minister on matters of general policy relating to adult education;
(*b*) to report to the Minister on methods or developments in adult education which in its opinion should be introduced into Victoria;
(*c*) to plan and supervise the administration and development of adult education in Victoria and to assist other bodies actually engaged in adult education in Victoria.
(3) For the purposes of this Part the Council may:
(*a*) organize and conduct, either by itself or in collaboration with any other body or bodies engaged in cultural and educational pursuits or in the encouragement of the arts and sciences such lectures, classes, courses, vacation-schools and other activities as the Council thinks necessary or desirable for the purposes of or in connection with the promotion and encouragement of adult education;
(*aa*) enter into contracts agreements or arrangements with any persons or bodies of persons for or in connection with the giving in Victoria of such concerts recitals exhibitions theatrical performances or entertainments as the Council of Adult Education deems conducive to adult education, and do all such acts and things, including the payment of moneys, as are necessary or expedient for carrying any such contracts agreements or arrangements into effect;
(*b*) charge and receive such fees and payments as are prescribed or as the Council imposes in respect of any services supplied by the Council and in respect of the admission of persons to or the enrolment of persons for the purposes of any lecture classes courses vacation-schools or other activities organized and conducted under this Part;
(*d*) with the approval of the Minister, out of moneys available to the Council make payments or advances to local advisory committees appointed by the Council or other bodies engaged in adult education in Victoria.

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COMMUNITY CENTRES

C. R. Badger, from *Adult Education in Post-War Australia* (Melbourne, 1944) pp. 3–10;
also in Fifteenth Annual Report of C.A.E. (Victoria), 1961–2, pp. 6–9

It was an astonishing building to find in a small town. Nothing else about the place was particularly noteworthy. The commercial buildings were no better and no worse than they usually are in small towns in the Australian countryside. The civic buildings, town hall and offices, were not so much above the average as to call for comment. But at the back of the town hall, well set in a beautiful tree-shaded open space, set about with lawns and flower beds, was a first-class building. Delightfully planned, of a good modern design, plain even to the point of austerity, yet full of light, and giving an impression of gaiety and charm, it was a building that positively invited you to come in. It was so much a public building, a community affair. You knew you would be welcome inside.

So I went in. This really was an exciting place–a community centre for a community with ideas. I was taken in charge by the librarian, who was also director of the whole place, and who gave me a full account of the work being done. I learned from him, incidentally, that he had been in the Army Education Service during the war, on his discharge had wanted to take up work in which he could find an outlet for the interests he had developed in that service, and had finally decided that this particular job was made for him.

The work of the centre is based on the library, which occupies a splendid well-lit room in the main building. It is not a large library, as such things go, containing about ten to fifteen thousand books. As it is linked, however, with the main library in the city of X, some distance away, a large part of the book stock changes every three months or so, and only standard reference books and books of particular interest to residents of the district stay permanently on the shelves. All the books in the library can be borrowed, free of charge, by residents. Special books, reference works and so on, can be obtained through the library from the regional library at X, which carries a much larger and more specialized stock. I was particularly interested to see the number of young people, boys and girls from the High School, I suppose, who were choosing books from the shelves and reading at the magazine tables. The librarian told me that when the library was first established, it was a firmly held conviction in the town that people there would not read good books. The problem now was how to get enough books to meet the demand!

Apart from the library, the centre has a first-rate canteen, run by a committee of townsfolk who have made themselves responsible for its management. It is the central meeting place for the centre and is used by both adults and the younger people who attend the boys' and girls' clubs.

The rest of the building consists of a lecture hall, seating about 200–300 people, fitted with a stage and all necessary equipment for producing plays. It has an excellent electric gramophone, for music recitals, and also a 16mm. cinema projector for showing documentary films. The hall, at the time I saw it, was being used to display a collection of pictures on loan from the National Gallery, illustrating the growth of Australian painting from 1900. I was told that such displays were held frequently—not always pictures, but collections of prints, photographs, exhibitions of design and so on, from all sorts of sources. I was very sorry to have missed seeing another exhibition that had just closed. It was a show of books, photographs, letters, plans and so on, got together by a class from the High School, to tell the story of the old days in the district. It included, I was told, some first-rate material on the methods used in agriculture by the pioneers who opened up the district.

As well as this main hall, there are three smaller lecture rooms, used for discussion groups, committee meetings and for other purposes. A very good gymnasium, used by the local committee for the National Fitness Council for its work and for a very enjoyable folk dancing group, in which all take part, two large rooms for boys' and girls' clubs, and a large studio-work room, for craft and hobby work, complete the centre. In the craft room, I saw a group at work making the scenery for a play to be produced in the little theatre, but I was told that the room and equipment is mainly used for work in conjunction with the boys' and girls' clubs. The painting and the modelling groups work there, but they do a great deal of outdoor sketching as well.

The primary purpose of the centre is educational but it is by no means a school in the accepted sense of that term. None the less, its educational aims are very serious indeed. It is non-vocational and does not compete in any way with the Technical school at X; it does not attempt to teach typing, or bookkeeping, or accountancy, though classes in economics are quite often held. The educational emphasis is twofold. In the first place, it stresses citizenship in the widest sense, the aim being the development of a sense of responsibility and self-discipline, the stimulation of a desire to know more about current affairs, economic, political and social. In the second, it emphasizes quite naturally the idea of self-training for intelligent use of leisure. The strong growth of interests in the arts in this community, the almost universal interest in music, painting and in literature in the town, are evidences of success in this second aim. Success in the first is perhaps best shown by the strong attacks which have been made from time to time on the centre, because it was held to be disseminating 'radical' ideas!

The programme followed is something like this. There are two formal lecture classes, one of which meets under the leadership of a lecturer sent to the town under the University Extension Scheme, the other under the leadership of a local lecturer, who happens to be the town doctor. The University class is studying International Affairs, particularly the problems of the Pacific. The other is following a course of reading and discussion on English and Australian literature and is also doing a good deal of writing. This class edits the centre journal and has written and produced two quite good plays. There are three smaller study circles, one on parent education, consisting largely of young people with young children, another studying economics, and another natural history. The latter group was making a collection of the fauna and flora of the district and had got together an impressive display. Some of these groups change year by year; others maintain continuity of purpose and interest and carry their studies to an advanced stage. One very popular feature is the Open Forum, which meets on Saturday evenings, at which speakers from neighbouring towns, political leaders and orators from the city are invited to put their views and to run the gauntlet of rapid-fire comment and criticism from the audience.

I was told that the educational programme, and indeed the whole centre itself, was by no means haphazard, but was the result of very careful thought and planning. It all had an air of delightful informality and improvisation, but this was rather deceptive. What happened was that long before the centre was established a group of citizens had been called together to see what could be done for the employment of young people of the district. They found a two fold problem. First, there had been a steady drift away from the district, which it seemed could not be stopped because of the poor opportunities offering for young people. Secondly, the young people who did remain, it was felt, were not being helped to become good citizens. There was simply nothing for them to do during their spare time. They could go to the cinema, lounge around the streets, go off to Y to an occasional race meeting, drink at the hotels or stay at home. That was all. Once they left the schools, nothing more was done about their education. The committee felt that this was not good enough. In the cities there were many attractions–libraries, concerts, art galleries, educational classes; in their town there was nothing at all. There was no club for young people, no way of helping them in the most critical years of their lives, no way of interesting them in their town or their country. After a survey of the town and district, which brought out some pretty dismal facts about housing conditions and social welfare generally, the committee decided that something really had to be done. It interested the local press, brought pressure to bear on the Municipal Council, secured assistance from the State Government, and began to plan. The programme, originally designed for young people as a remedial measure, quickly broadened out to include all the people of the district. It was found that the centre met a need which had not hitherto been suspected; it became a response to demand which was quite inarticulate but nevertheless very real. The spectacular success of the project demonstrates the wisdom of the method of approach. This centre really grew out of a need, and is therefore soundly established.

There are many points which I should like to tell you about the centre. I ought to tell you about the annual summer school and camp which is held in the town, which attracts a great many people from the outlying district to spend a week or so during the 'off season', living in the centre and carrying on their studies, but I think you will by now have grasped what a remarkable centre this is and what good work it is doing.

Where is this centre to be found? What town has been enterprising enough to look to the real welfare of its citizens in this way? Unfortunately, there is no such centre, there is no such city or town in Australia. Other countries have such centres and will have more of them, but we have not yet had the wisdom to experiment with them. My purpose in elaborating this sketch of an imaginary community centre is to show in a simple way what the modern educationist is thinking about when he talks of adult education. To some people that term has frightening associations. It conjures up visions of dullness and boredom. It means heavy books, uncomfortable surroundings, cheerless halls and prosy lectures. It means uplift dispensed by professionally anaemic and polite uplifters. It is not felt to be vitally related to community life, not concerned with the urgent and current problems of living. But adult education could and should be just that. It should grow out of and relate to the actual conditions of living.

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EDUCATION DEPARTMENT ADULT EDUCATION

(*a*) T. R. M. Sloane, from "Evening Colleges in N.S.W." in *Adult Education* (Victoria), December 1965, pp. 12–15
(*b*) B. Pattinson, from *Education Gazette* (South Australia), 16 July 1956, pp. 208–10
(*c*) D. A. J. Lillecrapp, from "The Adult Education Centres of S.A." in *Adult Education* (Victoria), December 1965, pp. 16–21

(*a*) New South Wales

Beginnings

The Education Act of 1880 made provision for the establishment of evening public schools, and such were established and maintained. In the twentieth century they were known as Evening Continuation Schools and followed a line of development in some measure parallel to the growth of the secondary system of education. In the main, students enrolled to qualify for public examinations or entrance examinations to nursing or the Police Force or branches of the Public Service. As literacy developed in the community and the system of secondary education expanded, the need for evening continuation schools diminished so that in 1945 but 1,265 students were enrolled in all evening classes . . .

It was considered that evening continuation schools could fulfil a much wider function than that of making up deficiencies in education at the primary or secondary level. It was thought that horizons could be extended to envisage evening education to provide social situations of advantage to adolescents, and leisure and cultural activities which would assist them, and older people, in the art of living in a complex and rapidly changing society. In short, colleges were to provide, if possible, for whatever people might be interested in and at whatever level their standard of education happened to be. It was to be an experiment in "the enrichment of culture through the people and liberation of the people through culture". It was hoped to create an atmosphere of intellectual curiosity, social freedom and tolerance by the leavening influences of a common interest and shared activity.

In 1946 the movement was introduced and colleges were known as Youth Colleges, enrolling some 3,000 students. The name "Youth College" was not a happy one. It discouraged mature people and was too evidently aimed at adolescents, who suffer a deal of criticism–much of it unwarranted–to be attractive to them. In March, 1948, the Honourable R. J. Heffron, M.L.A., Minister for Education, approved the change of name to Evening Colleges prefixed by the name of the locality, for example, Hurstville Evening College. In 1961, when Parkes' Education Act of 1880 was revised, the Minister for Education was given authority to establish four kinds of schools, namely, Primary Schools, Secondary Schools, Composite Schools and Evening Colleges.

Policy Development

New ventures in any field are generally subject to growing pains, and evening colleges were no exception. It was soon realized that projection of a scheme of adult education as a government venture entirely would not be very successful, but if community desire and co-operation could be stimulated there was good reason for confidence in the undertaking. Therefore, when application for establishment of an evening college was received applicants were asked to organize a public meeting presided over by the Mayor of the municipality or a Shire President at which members of the public might express vocally their needs and interests. From such a meeting it was suggested that a sponsoring committee might be organized to follow through with publicity and enrolment of the student body and to foster the movement generally. That procedure was found to be satisfactory and has been adopted as common practice.

The Department as the administering authority was prepared to make available school buildings and equipment and to appoint and pay staff provided the project demonstrated some measure of stability. The yardstick decided upon was that there should be sufficient students to ensure enrolment of at least 30 persons in three classes on each of three nights each week for 2½ hours each night. Of course there is always the proviso that the Minister for Education in his wisdom may establish colleges as special cases with less enrolment than the policy requirements. Menindee and Tibooburra were cases in point, and few would deny the special circumstances.

Investigation of overseas community projects indicated that, whilst educationists may have a very high ideal as to the types of developmental activity that should be fostered, there can be no regimentation of the community in this regard. Whilst a balanced curriculum for an evening college with a reasonable amount of activity of a mentally stimulating and thought-provoking nature is ultimately desired, it is necessary that people must be attracted in the first instance on the basis of their interests. Once an interested and active student body has been achieved, a healthy and pleasing social atmosphere develops, and wider activities can be and are introduced.

For practical purposes evening college activities may be shown to fall loosely into the following categories:

(*a*) General Education–This group includes classes in Intermediate and Leaving Certificates, Public Service grade examinations, entrance examinations, and so on. From time to time as the occasion demands, a class for illiterates is organized but never advertised.

(*b*) Cultural, Self-Expressive and Leisure Activities–This group includes such courses as public speaking, drama, pottery, sculpture, art, choral work, music appreciation, foreign languages, lapidary, silver and pewter jewellry, dancing, etc.

(*c*) Home-Making Arts and Crafts–In this category are provided such courses as lampshade making, soft furnishings, upholstery, cookery, cake decoration, woodwork, wood finishing, millinery, dressmaking, and so on.

(*d*) Special Courses–In this group are to be found lip-reading for the deaf, motoring first aid, judo, yoga, fencing, radio hobbies, electronics, reading therapy for the mentally ill, courses for spastic adults, and the like.

Each college, although similar to others, develops its own personality and distinctiveness through its activities and social tone. Within the system exists that flexibility which enables each college to provide for its community's needs if a reasonable interest is demonstrated. Through the whole system no less than 135 different activities are being undertaken, and of this 40 per cent. fall within the category of general education.

Up to 1956 colleges were free. During that year fees were introduced–not a subject fee, but a membership fee. From 1956 students paid £1 per term membership fee and were entitled to enrol in as many activities as they were interested in and for which they had the time. In 1963 the fee was raised to £2 per term.

At the same time as the membership fee was introduced fares on public transport rose sharply. Shortly afterwards television made its impact on society.

The evening college movement suffered to some degree, but enrolments since 1956 suggest that such hurdles have been negotiated successfully. From 28,454 in 1956 enrolments dropped to 23,437 in the following year. This year they were 44,879.

The College in the Community

Experience has shown that once an evening college is established interest in community affairs is quickened. It is not unusual to find evening colleges supporting local charities, e.g., endowment of a hospital bed or annual support for one or other approved charitiable societies.

Since established policy requires that any equipment used in the day school should be placed at the disposal of evening college students if appropriate to their needs, and *vice versa,* evening colleges have contributed in the vicinity of £80,000 worth of equipment in schools. It has been found also that where an evening college exists public interest in the day school has been stimulated. Schools in use by night as well as by day have become functioning social organisms within the community they serve.

It is difficult to evaluate the effect of the evening college movement on the whole community over the past thirteen years. The fact that the financial provision has never been adequate to the demand although publicity has been reduced to such a low level as to be almost negligible seems to suggest that the movement appeals strongly to the general public. Evening colleges were established as an experiment in adult education, but the stability of the movement apart from any particular college appears to be assured. Perhaps the success of the movement is due to that flexibility that should be an essential component of any experimental work of such a nature. Perhaps, in some particular, success is due to the kind of people who compose society. The English historian, Arthur Bryant, wrote: "Throughout their history the British have shown a tendency for creating efficient and enduring institutions to meet an immediate need".

Perhaps the community is composed of that kind of people, and they, not the administrators who only interpret the need, have created an enduring institution.

At ground level it is found that, in the academic stream, worthy, purposeful people have been provided with opportunities previously denied them. The professions generally have been benefited by recruitment to their ranks of people whom adversity in some degree had stimulated to conscious, sustained effort. In other streams personal satisfaction and realization have been achieved by individuals and in the process their lives have been enriched by a social fellowship. Apart from material achievements—the ability to make a dress, a hat, or a cocktail cabinet—is not self-enlargement and self-interpretation of the highest importance?

(*b*) South Australia

The Country Technical Schools of the Education Department are being reorganized as Adult Education Centres. In connection with this reorganization a conference of Principals and Registrars of Country Technical Schools was held at the Education Office in the May 1956 vacation, under the chairmanship of the Superintendent of Technical Schools, Mr. J. S. Walker, B.Sc. . . .

The Minister's Address

. . . You know that Country Technical Schools were established in 1919 and, during that period of 37 years, they have grown in numbers and usefulness until, at the present time, there are seventeen such centres established as far north as Port Augusta and Woomera, as far south as Mount Gambier, as far west as Port Lincoln, and as far east as Renmark and Radium Hill. We particularly welcome our latest addition from Radium Hill. Altogether, there are now 7,500 students enrolled in Adult Education Centres . . .

At the present time the subjects available in our Adult Education Centres cover a very wide range, and they could be regarded as falling into five groups:

1. Technical and vocational subjects, ranging from trade subjects such as Arc Welding and Motor Maintenance to those which are of particular concern to women, such as Dressmaking and Millinery.
2. Arts and Crafts such as Drawing and Painting, Leatherwork, Basketwork, Floral Decoration and Art Needlework.
3. Commercial subjects, such as Accountancy, Auditing, Bookkeeping, Shorthand and Typing.
4. Academic subjects such as English Literature, French, German, Geology, Physics, Chemistry, and Mathematics.
5. And, perhaps, what will be more important in the future, cultural subjects such as the study of Dramatic Art, Music, Documentary Films and International and Current Affairs. I do not restrict these new developments to the few examples I have given you here, but they are pointers to the wider and broader range in cultural subjects which we will be developing from this year onwards.

Altogether, there are now about 400 classes or study groups in our Adult Education Centres and more than 50 different subjects are available. Interest in all these groups is still increasing and between them they cover almost the entire field of Adult Education.

I think it cannot be sufficiently stressed that all of them may fairly and properly be classed as coming within the scope of Adult Education. In recognition of this fact, I recently approved of the recommendation made to me that our Country Technical Schools should become Adult Education Centres in name, as indeed they are in fact.

Another interesting fact of which many people seem to be quite ignorant is the cost of Adult Education in the Education Department alone. During the current financial year nearly £75,000 has been expended on the work of Adult Education by the Education Department through its various centres. I have no doubt in saying that a much larger sum will be expended during the next financial year. It is not for me, of course, to anticipate the Premier's next Budget, but I can assure you that a much larger sum than this already large sum of nearly £75,000 will be expended by us on Adult Education in addition, of course, to the increased grants which we have made, and will continue to make, to the University and the Workers' Educational Association and to the other Institutions which I mentioned earlier this morning.

The Technical Education Branch, under the supervision of Mr. Walker, will be extended. Further staff will be recruited for him, all experts in their own particular field. They will work not only in the office here, but will work in association with you gentlemen in the various Adult Education Centres. I do believe that, by co-operation between the various departments under my supervision and the augmented Technical Branch of our own Education Department, Adult Education will take on a new lease of life in this and in succeeding years.

We are very anxious, of course, to pay increasing attention to such further activities as music and musical appreciation, documentary films, the study of dramatic art and discussions on current affairs and literature, in addition to the continuation of all the subjects which I have mentioned. In fact, there will be no restriction at all on the kinds of subjects which may be taken by the public. My aim is to provide an Adult Education service to meet the needs of the people in every part of the State. Wherever a group is anxious to follow an approved course of study, arrangements will be made so far as is humanly possible for lecturers and leaders to be provided.

Many people will continue to attend classes for strictly vocational reasons. Many others will develop their interests in the arts and crafts and others again will take courses of a more general nature to improve themselves as men and women. I am completely confident that in whatever field the subjects may lie, the people of this State will come, through pursuit of their studies, to a greater understanding, to wider interests and to better citizenship . . .

(*c*) also South Australia

Administration

Adult education in S.A. is an integral part of the State system of education, and all the resources of the Education Department are available for the use of adult classes and groups.

The Superintendent of Technical Schools is directly responsible for the adult education programme, and an Assistant Superintendent of Technical Schools (Adult Education) is the senior administrative officer concerned with development and administration.

The centres of adult education in the metropolitan area are technical high schools, trade schools, the South Australian School of Art and the Woodwork School, and in the country areas, including the Northern Territory, adult education is provided through 16 adult education centres, each of which acts as a focal point for all towns in its surrounding area. There is also a Technical Correspondence School which provides correspondence courses in a range of 199 academic, technical and trade, commercial and leisure interest subjects.

Since 1956 there has been an annual increase in adult enrolments of over 3,000 per year, and this year it is estimated the total enrolment will reach over 38,000.

Country and metropolitan adult education centres and the Technical Correspondence School provide a range of 267 subjects, and trade schools provide a further 125 technical and advanced trade subjects. There are 125 professional teachers employed full time in adult education, mostly in country centres, and 1,190 part-time teachers. Classes are held in over 150 country towns.

Prior to 1956 when the range of subjects offered was very limited the enrolments were heavily weighted in favour of craft subjects. Although craft work is still very popular, it is the academic group of subjects which now attracts the biggest part of all enrolments.

Organization

In the metropolitan technical high schools with large adult enrolments there is provision for the appointment of full-time senior staff to organize and supervise adult education classes. By regulations introduced in 1964 a senior master or mistress (Adult Education) may be appointed for half-time duty in adult education where the adult enrolment is over 200, a full-time senior appointed where the enrolment is over 300, and a deputy head where the enrolment is over 600. Seniors have been appointed for full-time and half-time adult education duties, but although there are several schools with adult enrolment over 800–two exceed 1,100–shortage of staff has prevented the appointment of any deputy heads.

In technical high schools where the adult enrolment is less than 200, and in trade schools and the School of Art, the headmaster has the additional responsibility of supervising adult classes.

Adult education centres are located at Darwin, Alice Springs, Eyre Peninsula (Port Lincoln), Whyalla, Port Augusta, Woomera, Port Pirie, Yorke Peninsula (Kadina), Peterborough, Kapunda, Gawler, Oakbank, Murray Bridge, Upper Murray (Renmark), Naracoorte, and Mt. Gambier. Since 1956 full-time principals have gradually replaced the part-time registrars, and in the four largest centres vice-principals have been appointed to assist the principals. Only four centres–Woomera, Alice Springs, Peterborough and Kapunda–are still administered by registrars. Of these Kapunda, which is only 20 miles from Gawler, will be absorbed by that centre from the beginning of 1966.

One direct result of appointing full-time principals in country adult education centres has been an immediate increase in enrolments. In every case these have almost doubled in the first year of the appointment.

The activity of a country adult education centre is not confined merely to the town in which it is located. It provides a service in the form of branch classes for all towns throughout its area. In some areas branch classes are established as far away as 70 miles from the home centre. The Eyre Peninsula Adult Education Centre has its farthest classes 252 miles away at Ceduna, well on the way to the Western Australian border.

The minimum number required to establish a class is 10 students, but a class may be continued only if an average attendance of six is maintained throughout each term. A class of 10 may seem small, but it must be remembered that there are many small country towns in South Australia and these would be denied any opportunity for adult education if the minimum number were increased.

Most courses run for a year of three terms providing in all 40 weeks of instruction. However, an increasing number of short courses of one term, and less, are being introduced to meet special needs, particularly in the field of group discussions.

Staff, Accommodation, Equipment

Most of the teachers of adult classes are part-time teachers recruited from Educational Department schools. However, each year it is becomingly increasingly necessary to employ people with specialist qualifications, particularly in vocational courses.

In many of the country centres full-time as well as part-time staff are employed. The full-time teachers are the specialists in art, crafts, trades, accountancy and so on.

In the metropolitan area most adult education classes are held in technical high schools, trade schools and other schools administered by the Technical Branch. In country areas, however, where day and evening classes are conducted adult education centres need their own headquarters. In the smaller centres the local secondary school has generally acted as the headquarters with the headmaster carrying out the duties of registrar.

In all centres when there is a full-time principal some provision is made for accommodation either in the form of appropriate buildings with general and special classrooms, or in the form of rented office accommodation from which the administration of the centre is carried out.

Six centres now have their own accommodation, and it is intended to provide additional facilities as finance becomes available. There are plans, too, to provide proper administrative headquarters and classrooms at other centres in the future.

Gawler, which is only 25 miles from Adelaide, was a pioneer in the development of adult education and now has an enrolment of over 3,000 at its Adult Education Centre. Its first adult classes were held in 1888, but it was not until 1916 that it came under the control of the Education Department as the Gawler Technical School. Although adult education has had strong support in Gawler for very many years it has always had to rely on makeshift headquarters. However, from the beginning of 1966 it will have its own accommodation specially planned and built as an adult education centre.

Accommodation will include offices for the principal, vice-principal, and clerical staff, a staff room, council room, library, three classrooms, commercial room, millinery and dressmaking rooms, an art room, a general art and craft room, a kitchen, a room for general women's craft, woodwork and metal workshops, a wide corridor gallery to be used for art exhibitions and lastly an auditorium to seat approximately 220 people. Gawler Adult Education Centre has a well-established reputation for musical and drama activities, and the auditorium is certain to be in constant use for all manner of cultural activities, as occurs at the Mount Gambier Adult Education Centre which is the only other centre with an auditorium . . .

To a far greater extent than his city counterpart the adult educator in the country is concerned with developing cultural activities in Drama, Music, Dance, the Plastic Arts and Discussion and Study Groups. Whereas in the metropolitan area there are many organizations which cater for such activities, in the country it is often the adult education centre which must sponsor and develop them. And having sponsored a group a principal must be prepared to see it break away from the control of his centre when it has reached the stage that it can direct and manage its own activities . . .

Each country adult education centre has its own council which acts as an advisory body for the principal. A council consists of 12 members, three of them nominated by the local member of Parliament after consultation with the principal, three nominated by the retiring council, two by the local municipal body, two by the local employers' associations and two by the local employees' unions. The principal acts as secretary to the council, keeps all records and sends copies of the minutes of meetings to the Superintendent of Technical Schools.

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LOCALLY-ADMINISTERED ADULT EDUCATION

C. Cave, in "The Wangaratta Project and Local Administration in Adult Education", in *Australian Journal of Adult Education,* July 1967, pp. 22–33

The Centre was officially opened on February 27, 1962, by the then-Director of Education in Victoria, Mr. A. McDonell, as an exercise in regional adult education. Despite the fact that the physical conditions were encouraging, the green light was given only after much trepidation at both the Departmental and local levels.

The encouraging conditions included (*a*) the availability of a venue, a vacated High School building in a reasonable state of repair; (*b*) the availability and interest of a local Departmental teacher with experience in adult education; (*c*) the active, if somewhat tentative, interest of the High School Advisory Council, one of the officially gazetted local bodies able to provide the necessary administrative link with the Department; (*d*) the interest of the local community, and the need for some kind of formal adult educational services in the area.

The tentative nature of the initial moves was due, ***inter alia:***

(i) to doubts as to whether adult education was a proper Departmental activity, and whether entering the field would not mean treading on the corns of the Council of Adult Education. However, the Council itself supported the scheme in the belief that the mantle of adult education, particularly in provincial areas, must eventually fall upon the shoulders of Education Departments who alone have readily available the physical, financial and human resources necessary for any wide-spread development of adult education. The Victorian Department, whilst perhaps not coming by then to a full realization of its potential in this field (or the nature of its function there) at least saw that some initial experimentation could be made;

(ii) to considerations of the advisability of placing Departmental resources in the hands of a local body (the Advisory Council). Even the machinery for doing this was not clear. The final decision to do so was a far-sighted one on the part of a highly centralized Departmental structure. And it is to the lasting credit of the Department that it has continued to make adequate physical provision for the development of the scheme whilst allowing local autonomy in policy-making and finance;

(iii) to a lack of clear understanding by the most of those concerned with the initial setting-up of just what role the Centre was to play in the local community. Mr. McDonell had expressed the desire for "something new in adult education" and that was all. Initially, it was not clear whether the institution was to be a "cultural centre"—a meeting and activities venue for local groups being nurtured at the breast of the local Arts Council; or a "continuation classes centre" for the conducting at night for adults of the normal day-time activities of the High School (after the fashion of Evening Colleges, and Technical and High Schools elsewhere); or a local junior "council of adult education"; or some other kind of enterprise. As Mr. McDonell said at the official opening:

"We have a machinery without an objective. It is from the local source that the objective will grow." The distinction here made between the provision by the Department of the machinery, and the development locally of the objective is of particular significance.

The problem was solved with the establishment of a local administrative sub-Committee of the Advisory Council which undertook to beat the amorphous "something new in adult education" into some kind of recognizable shape.

The Centre has become, since then, a model of the kind of locally-orientated institution which can develop when there is maintained that delicate balance between government provision and local decision.

It exists under Clauses in the Education Act permitting the Minister to initiate continuation classes in secondary schools and Advisory Councils to allow certain types of educational and other activity in school buildings under their surveillance. There were clearly established precedents within some schools for most of the kinds of activity then envisaged by the local Committee. What The Centre has continued to do is to build up its own body of precedents, which have grown from its freedom of action, and which will stand adult education in Victoria in good stead in the future. . . .

The Centre restricts its entrepreneuring to recitals directly related to its more formal activities (Music Workshops, week-end drama schools, etc.). Moreover, they are of a more informal and informing nature than the conventional recitals fostered by the Arts Council.

Again, The Centre encourages the growth of local voluntary groups (the Art Group, Geology/Gemstone Club, String Quartet, etc.), which grow out of classes and schools. The growth out of formal activities of informal local voluntary groups with specialized continuing interests must be regarded as one of the major achievements of adult education. Apart from other obvious considerations, they are some kind of evidence that adult classes and schools make some lasting change in people's lives!

These groups remain autonomous, no provision being made for any kind of affiliation with The Centre. However, they, and a variety of other groups, voluntarily choose to meet at The Centre (for nominal charges) and are provided with facilities, equipment, publicity and professional advice, together with special classes and other activities when called for . . .

Wangaratta stands 150 miles from the main reservoir of imported tutors—Melbourne. Apart from private enthusiasts, The Centre can call locally on only the High and Technical Schools for trained teachers. The scope of the programme is much wider than these teachers can be expected to meet. The Committee, then, engages a large number of tutors from Melbourne (or Sydney, Canberra, or Albury) . . .

The personnel involved are drawn from a variety of both Government and private sources, amongst them University lecturers—tutors, senior lecturers, professors . . .

The important thing is that these courses have been initiated planned and presented by The Centre and not by the Universities themselves. Monash University has no Extension or Adult Education Departments; Melbourne University has an Extension Committee under the part-time secretaryship of a senior lecturer. The Centre's high-level courses are planned at the local level, after consultation with the proposed lecturers. The engagement of speakers is carried out directly with the lecturers themselves by the Executive Officer personally or through the voluntary assistance of contacts within the Universities.

Should any alternative to the work of University Adult Education Departments in the field of "general adult education" need to be considered, this would appear to be an acceptable model, both in its efficiency and its economy. The experience of The Centre indicates clearly that the participation of University personnel in general adult education does not require the intermediacy of University Adult Education Departments. Programme-planning and administrative work can be carried out by local administrations—such as The Centre—at considerably less public expense and strain on available academic personnel.

Further: it is difficult to see what difference exists between the work The Centre is able to do of its own accord, in its own community, in Effective Speaking, Better English, Geology/Gemmology, Morality, International Affairs, Literature, German for beginners, Town Planning, Farm Economics, drama schools, music workshops, Art, Youth Leadership, Matriculation studies (of all things) and a dozen other disciplines and the work which is being currently done in the same topic-areas by the Adult Education Departments of Universities in Perth, Adelaide, Canberra, Sydney and New England in their areas . . .

Administering the Scheme

The creative principle behind The Centre lies in its administration. It may be summarized thus:
The initiating body is the Education Department, which provides within certain limits (roughly those governing provision for normal High Schools), the wherewithal for the scheme to operate, but which delegates its

authority to the High School Advisory Council. This Council is not constituted to conduct, through its own membership, an extramural scheme of any dimension. It has, then, created an administrative sub-Committee.

This Centre Committee is, at present, 13 strong. Its Chairman must be an Advisory Councillor, as must one other member. The local District Inspector of Schools is *ex officio* a member (for the Department). Two members may be nominated (generally on the advice of the Centre Committee itself) to serve in a private capacity by virtue of their interest in and worth to the scheme. The other members are nominated representatives of community organizations. The representing organizations are decided upon by the Advisory Council. The organizations at present represented (and these may change from time to time) are the Arts Council, Regional Library, Young Farmers' Clubs, Service Clubs, Country Women's Association, Business and Professional Women, Junior Chamber, and the Chamber of Commerce. The Education Department provides a part-time professional officer (a senior High School teacher) as part-time Executive Officer and *ex officio* Secretary of the Committee.

This Committee has a number of functions:

(*a*) it is responsible, without prior reference to the Department, for setting up the programme. It devises the programme, engages the tutors, determines tutors' and students' fees, and is responsible for standards. The administrative work connected with the programme is in the hands of the Executive Officer for whom the Advisory Council employs part-time secretarial assistance;

(*b*) it is responsible for the conduct of all activities in the building, determines who may use facilities, the charges attached thereto and the kinds of activity which may be conducted there;

(*c*) it is responsible on behalf of the Advisory Council for the finances of the scheme and determines how money will be spent;

(*d*) it looks to the physical condition of the building. Most major works on the building are carried out by the Education and Public Works Departments, but The Centre Committee has made extensive renovations and reconstructions at its own expense and provided facilities not otherwise procurable through the Department;

(*e*) it also holds itself responsible for the well-being of students and visiting tutors. Members are rostered to open the building each night, to greet students, to see that their wants are met, and that rooms are adequately set up (normal cleaning and setting up is carried out by a Departmentally-employed cleaner). Members also greet, entertain and, at times, accommodate visiting lecturers, and assist in many other physical and material ways the operation of The Centre;

(*f*) it is required to submit to the Department a complete report of its activities at the end of each year, together with a financial statement; and to report at each of the Advisory Council's bi-monthly meetings. As a matter of courtesy, current Syllabuses are sent to the Department at the beginning of each term.

(*g*) its most important function is to be the voice of the community it represents. Members are able to bring to the table information about needs and conditions from a wide cross-section of the community to whom it feeds back information about Centre activities. Most groups represented show an active interest in The Centre, some calling for reports from their representatives at their own meetings. The Lions Club has made annual donations of equipment, the Junior Chamber has organized working bees, and so on.

The Executive Officer, upon whom the Committee relies for professional know-how and guidance, is protected by the Committee which readily assumes responsibility for all aspects of the scheme and, in turn, is able to carry out valuable educational work with the members themselves.

This freedom of action in both policy-making and finance, coupled with the bi-lateral communication between local representative bodies and the Committee itself, is the very basis of the creative principle upon which The Centre works . . .

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UNIVERSITY "EXTENSION"

(*a*) The first Extension Statute, University of Melbourne, 1892 Calendar, pp. 166–9
(*b*) G. V. Portus, from *Happy Highways* (Melbourne 1953) pp. 185–6
(*c*) E. G. Biaggini, from *You Can't Say That* (Adelaide 1970) pp. 105–6

1. A Board shall be constituted to be called the "University Extension Board" and shall consist of twelve persons that is to say:

(*a*) Four members of the Council of the University who shall be elected by the Council.
(*b*) Four members of the Professorial Board who shall be elected by the Professorial Board.
And (*c*) Four other persons being graduates of the University who shall be elected by the aforesaid members of the Council and of the Professorial Board.

2. Except as hereinafter provided every member of the Board shall hold office for three years but shall be re-eligible.

3. If any member of the Board by writing under his hand directed to the Chairman resign his office or absent himself from six consecutive meetings his office shall become vacant and in such case or in case of a member dying the Board shall without delay notify the fact to the electors and request them to elect a member to fill the vacant seat.

4. The Board shall annually and so often as a vacancy occurs elect one of its own members to be chairman of the Board. If he be absent from any meeting of the Board the members present shall elect one of their number to be chairman at such meeting.

5. All questions which shall come before the Board shall be decided by a majority of the members present or in case of an equality of votes by the casting vote of the chairman and no question shall be decided at any meeting of the Board unless three members thereof be present.

6. The chairman shall convene meetings of the Board at his own discretion or upon the written request of three members of the Board.

7. The chairman shall exercise a general superintendence over the administrative business connected with the Board.

8. The Board whenever opportunity offers shall appoint such Lecturers to deliver such courses of Lectures and to hold such classes and examinations at such places and on such subjects as it may think fit.

9. The Board shall determine the tenure of office of the Lecturers the duties to be performed by them the fees and charges to be paid for the Lectures Classes and Examinations the mode and time of payment of the fees and charges and the proportion which is to be paid to the several Lecturers.

10. The Board shall fix the dates of the commencement and termination of the various courses of Lectures and make all requisite arrangements for the delivery of Lectures and the holding of Classes and Examinations and may award such certificates as it shall think fit.

11. The Board shall appoint a Secretary and shall determine the tenure of his office and the amount of his salary (if any). All members of the Board except the Chairman shall be eligible for appointment as Secretary.

12. The Secretary shall perform his duties under the direction and superintendence of the Board. His chief duties shall be:
(*a*) To prepare and issue notices of meetings of the Board to attend the same and to enter minutes of its proceedings in a book to be kept for the purpose.
(*b*) To visit such places as the Board may determine for the purpose of awakening interest and diffusing information with regard to the Extension scheme and to report thereon to the Board.
(*c*) To conduct correspondence and to answer inquiries.
(*d*) To prepare and have charge of the records of the Board and to keep all Registers and Books of Accounts which may be requisite.
(*e*) To receive the fees payable to the Board and to pay the same into the Bank of the Board to the credit of the Board.

13. The fees received along with any donations shall be the fund for the payment of salaries and other necessary expenses. The cheques on this fund shall be signed by the chairman or two other members of the Board and the secretary.

14. The Board shall in the month of November in each year transmit to the Council a printed report of its proceedings of that year and shall also publish the same with a statement of its finances.

15. This Statute shall come into force on Wednesday the twentieth day of May 1891.

16. Within one month after this Statute has come into force the Council and Professional Board shall perform their respective duties of each electing four members of the Board and the members so elected shall forthwith proceed to the election of the remaining four members.

17. The first meeting of the Board shall be held as soon as possible after the election of its members and shall be convened by the Registrar of the University who shall give a week's notice of its date. The business to be transacted at this meeting shall be:
(*a*) The election of a chairman.
(*b*) Such preliminary business as the Board may think expedient.

(*b*) Portus

In the course of the years from 1918 to 1934 I saw far more of the countryside of my native State than ever I dreamed I would see. Our classes ran from Glen Innes in the north to Albury in the south, and as far as Broken Hill in the west. I sampled all sorts and conditions of country hotels. The typical single room in them was an oblong with a door in one narrow end and the window opposite. The bed was always along one long wall, made up with the head just behind the door and facing the window; and the room was lighted with one electric bulb hanging from the centre of the ceiling. I am, and have been since boyhood, an inveterate reader in bed. This set-up did not lend itself to that indulgence. The light shone on the back of one's book, and was extinguished only by a switch placed near the door. Vain then it was to read oneself into delicious drowsiness, with the book dropping from one's nerveless fingers. Up you had to get and turn the blasted light off, completely awakening yourself. My counter to these woes was to twist the mattress round so that my head was at the foot of the bed, and the light fell on my book. As for the switch; for years I travelled with a small bradawl, a screw-eye, and a length of string. A couple of minutes' work gave me the means of clicking off the light without leaving bed at all. At times, however, I forgot to pack these clinical aids. Then I would have to make brilliant improvisations with my braces and necktie and the clothes-hook on the back of the door. More than once I have seen an astonished maid, opening the door to bring me my morning tea, rear back like a startled fawn as my braces lovingly draped themselves around her neck.

No one can travel in trains as much as I had to do without meeting all sorts of curious people. One man I shall never forget. I was travelling north by the Glen Innes mail, in which the sleepers were of the older Pullman type. I had booked late, and found myself in one of the two emergency beds made up in the smoker at the end of the carriage. My companion was a jovial red-faced man who was slightly inebriated when the train left Sydney, and much more so after we had passed the first two refreshment stops. When the train left Newcastle I got into bed, hoping to have a good go a Bertrand Russell's latest book which I had with me. Its title was *Roads to Freedom–Socialism, Syndicalism, Anarchism.* My companion decided that he also would turn in. I asked him if he would mind if I kept the light going, as I wanted to read. "Not at all. Not at all," he said thickly and amiably. "Here's something to read." He fumbled in his bag and produced some literature obviously designed for men only. I thanked him, but said I had a book. Whereupon he lurched over to my bunk and took Bertrand Russell from me. He carefully examined the title. I suppose *Roads to Freedom* must have suggested to his fuddled brain that it was a treatise on "Lost Manhood Regained", and the "isms" might well have stood, in that context, for unspeakable diseases. For he handed the book back to me and said solemnly: "Don't you worry about that, old fellar. I had it for years. But you can get cured."

(*c*) Biaggini

In due course classes were established as follows: at Renmark itself; at Renmark West, a well-established settlement a few miles from the town; at Block E, a soldier settlement a little farther out; at Lock 5 which was being built on the Murray; and at the township of Berri about fourteen miles away. At Renmark, Renmark West, and Berri, the classes were much like W.E.A. tutorial classes elsewhere, but those at Block E and Lock 5 were rather different. The subjects of study included English, International Affairs, Economics and Social History.

At Block E the men were just the kind that the University and the W.E.A. should serve: they were young, they were doing pioneer work; some of them were living far less comfortably than gypsies in caravans; (One man told me of a visit by a conventional English lady. After he had shown her his stretcher bed, his improvised living room, and his meat hanging outside in a sugar bag to protect it from flies, she exclaimed, "What fun!") and on being discharged from the forces, they had to start life again. As I write of them I have a memory of chugging my way on winter nights not to a city set on a hill, but to a corrugated iron hall set on a hillock, dimly lighted by a single kerosene lamp, and with a hastily-lit fire if any of the men could manage to bring some firewood. If I arrived early enough I would look across the surrounding flat country and see a few bicycle lights or hurricane lamps slowly moving towards the meeting place, which I facetiously called Mecca, the centre to which the pilgrims were moving. Almost needless to say we all preferred moonlit nights.

Lock 5 was a different story. The men, of course, lived in a camp, but it was a very well-provided one. Most of those who came to the meeting were skilled mechanics, intelligent, sensible fellows who listened thoughtfully to what I had to say. The engineers and others in charge of the camp were friendly enough to us, but none of them ever came to the meetings; neither were there many labourers. As I used to tell the men we could regard ourselves as the educated middle-class!

The meetings at Lock 5 were usually held in the open, round–if need be–a roaring fire, and I am afraid there was not much system in the instruction given, or much class-organization between the meetings. To get to the Lock I had to cross the river. As a rule there was a man in a boat waiting for me, but sometimes there was a boat and no man (he had gone to Renmark and I rowed myself), and occasionally there was neither a boat nor man, and I had to hail until I was fetched.

In addition to the classes in the Renmark district one was formed at Barmera–about twenty-four miles distant–although after all this time I cannot remember how I fitted it in. Barmera was a smaller place than Renmark without a community hotel to make large profits for the district, and provide comfort for visitors. I sometimes stopped at a boarding-house in which the bedrooms had hessian walls. I remember one especially cold night which I spent awake, wondering if I should get up and cycle home; but instead I got off early in the morning. When I reached Renmark a man by the roadside was kind enough to help me lift my frozen body from the machine.

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THE WORKERS' EDUCATIONAL ASSOCIATION

(*a*) D. Stewart, from "The Place of the Voluntary Association", in W. G. K. Duncan (ed.): *Future of Adult Education in Australia* (Sydney, 1944)
(*b*) From the Memorandum of Association of the W.E.A. of New South Wales (May 1970)

(*a*)

The Workers' Educational Association has been the inspiration and the driving force behind practically all adult education work in this country for the past 30 years. Its record will, I think, speak for itself. We have consistently claimed that in this work we were carrying out a service to the community which the State should recognize and pay for. We have further claimed that we were rendering that service more effectively than any purely Government agency possibly could. We have never found it necessary to labour that point in this State, for, apart from the recent proposal by the Teachers' Federation, no proposal has ever been made for the establishment of a State-controlled adult education service. But it has always been fundamental to our conception of our mission that freedom from State control, except where this relates to maintenance of standards, is essential for the carrying on of our work.

A voluntary organization is much better fitted than any State Department could possibly be for the task of winning contacts and for undertaking the pioneering work which is so necessary in adult education. But there is another reason why voluntary organizations should retain their independence of State control, and this is particularly important in the field of workers' education. I endorse the opinion expressed by James Maurer, President of the Workers' Education Bureau in America, when he said: "Workers' education that really works is the kind of education whose underlying purpose is the desire for a better social order." Arthur Gleason, another leader in the movement, expressed the same idea in other words, when he said: "Where that dream of a better world is absent, adult workers' education will fade away in the loneliness and rigour of the effort."

If this is correct, it is evident that the body of workers' education must be concerned with controversial subjects, affecting in some way the process of social change. It would be extremely dangerous for the State alone to control this type of education. Apart from the fact that whichever group is in control of the State, it has a vested interest either in maintaining the status quo or in effecting just those changes which its own members favour; it, in turn, is also much more susceptible to the influence of pressure groups who fear the effect of certain forms of social change. It would be difficult, if not impossible, for the State alone to maintain that atmosphere of freedom of discussion which is an essential feature of any sound educational work in this field. Even where the leaders of the State are themselves inspired by "that dream of a better world," about which Arthur Gleason talks, it is as well to bear in mind the fact that all such dreams do not necessarily inspire education and study. When the dream becomes so fixed in the dreamer's mind that it appears to him a reality, to which all other things must conform, it becomes in effect a dangerous barrier to further progress. No adult education policy can be sound if it is bound to any political party or doctrine.

It may be argued of course, that this freedom from political pressure could be even more effectively secured if the service was controlled by a Board with statutory powers, similar, say, to the State Library Board. Such a Board may be as free from political pressure as the Senate of the University is; indeed, recent disputes in this State seem to suggest that this body is even freer in this respect than a voluntary organization can hope to be. But if Maurer and Gleason are correct, and the desire for a better social order is the underlying purpose of workers' education, can we expect any Statutory Board to be inspired with that purpose? Or can we expect those whose desire for education has been aroused by a realization of the need for social change, to be satisfied to leave the control of the education they want in the hands of such a Board? I very much doubt it. There is a very natural and a very widespread suspicion of any education claiming to satisfy this demand which appears to be handed down from above . . .

Moreover, I think it is a sound administrative principle that, where it is practicable, the best service a State can give is to help the people to help themselves. I certainly believe that principle is applicable to the field of adult education . . .

The W.E.A. has had almost a monopoly in the field of adult education for a good many years. But this monopoly has never been one of our seeking. In fact I am convinced that no one organization can effectively cover the whole field. The letters W.E.A. stand for "Workers' Educational Association". Just what is covered by the term "workers' education" is, and I suppose always will be a matter on which there are differences of opinion. But I think there is general agreement that its main interest, as I have already stated, should be in those subjects related to social change. I know that in this State, although we have organized classes in such subjects as musical appreciation and in appreciation of the visual arts, we have made little or no impression in this field. I think the main reason for this is the fact that none of the men or women who have played a leading part in the Association's affairs during the thirty years of its existence, have had that vital living interest in those subjects that is so necessary in any voluntary organization that is going to be a success.

Even in our own field there are sections of the community we have never been able to reach, and it may be that they would be more effectively stimulated and catered for by an organization devoted to their services alone. We have also been more or less bound to the one educational method, that of the University tutorial class. We would like to experiment with other methods, but lack of finance, and the fact that we have never been able to provide as many tutorial classes as we could find a demand for, has hitherto tied our hands. But apart from any experiments we might seek to launch, there are forms of education for which others might be much better fitted. We welcome, in this connection, the work that has been done by the radio and the documentary film. Both these media hold great possibilities which, I am convinced, are as yet hardly known or understood.

The expansion of the Workers' Educational Association, I am convinced, must take the form, and will depend on, the formation of local branches throughout the country, having their roots in their own local community, linked up with a central organization whose principal task should be to co-ordinate, to stimulate and to assist the work of those branches.

In N.S.W. we have established branches in other centres from time to time. A branch established in Broken Hill in 1917 had a continuous existence until 1939, and at times it did some very fine work. Branches at Bathurst, Lithgow and Wollongong also functioned successfully for a time. But all, with the exception of our Northern District Branch with headquarters in Newcastle, have in time faded out. I believe the principal reason for this is the fact that no voluntary organization can continue to live and grow unless its members feel they have a worthwhile job to do, a job for which they are responsible. The branches which have faded out never got beyond the stage where it appeared that their only task was to organize a class or, if they were lucky, classes to be taken by tutors, in the selection and appointment of whom they had practically no voice . . .

The councils of the Association are and should be representative of their local community and of the students enrolled in such classes. This does not necessarily give them the qualifications to pass judgment on such questions, for example, as the capacity of a prospective tutor in any particular subject, or the wisdom of branching out in some entirely new field, or in determining alone the standards to be maintained by their classes. They are very well fitted to interpret local requirements, or to judge the personality of any prospective tutor, and of course personality is an important as academic requirements in an adult educator. The responsibility for maintaining standards should, in my opinion, be the function of the State, working through an Adult Education Board . . .

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(*b*)

3. The objects for which the Association is founded are:

(*a*) To promote Adult Education, especially the higher education of working men and working women.

(*b*) To provide in conjunction with the Department of Education, University and other Educational Institutions, or otherwise, facilities for studies of interest to the workers.
(*c*) To publish or arrange for the publication of such reports, pamphlets, books and magazines as may be deemed necessary in furtherance of the objects of the Association.
(*d*) In furtherance of the objects of the Association to carry on the business of booksellers and such trading operations as may be deemed conducive to the objects of the Association.
(*e*) Subject to Section 53 of the *Companies Act* 1899, to take over the effects, assets and liabilities of the present unincorporated Association known as the Workers' Educational Association of New South Wales.
(*f*) To purchase, take on lease, or in exchange, or otherwise acquire any lands, buildings, easements or property, real or personal which may be requisite for the purpose of or conveniently used in connection with any of the objects of the Association, and to sell, demise, mortgage, give in exchange, or dispose of the same.
(*g*) To hire and employ secretaries, clerks, and other employees and to pay to them and to other persons in return for services rendered to the Association salaries, wages, bonuses and gratuities.
(*h*) Subject to Section 53 of the *Companies Act* 1899, to invest and deal with the moneys of the Association not immediately required, upon such securities and in such manner as may from time to time be determined by the State Executive or as provided in the Articles of Association.
(*i*) To borrow or raise or give security for money by the issue of, or upon bonds, debentures, bills of exchange, promissory notes, or other obligations or securities of the Association, or by mortgage or charge upon all or any part of the property of the Association.
(*j*) To do all such other lawful things as are incidental and conducive to the attainment of the above objects.

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Chapter Three: Methods

Brief lives

ALLSOP, Joan Winifred, born in Brisbane in 1912, was educated at the Universities of Queensland and Columbia. She was employed by the Queensland Education Department until 1946, when she became Staff Tutor at Newcastle under DUNCAN. In 1960 she transferred to Sydney as Senior Staff Tutor.

ATKINSON, Meredith, 1883 to 1929, was born in England, and educated at the Universities of London and Oxford. In March 1914 he became pioneer Organizer of Tutorial Classes in the University of Sydney. In 1918 he became Director of Tutorial Classes in the University of Melbourne, with the status of Professor and Dean of Faculty. In 1922 he resigned to become the proprietor of *Review of Reviews.* In 1926 he returned to England and became Secretary of the New Health Society, and an extra-mural lecturer, University of Cambridge.

BADGER: See Chapter One: Section One

BARRETT, Sir James William, 1862 to 1945, member of the Council of the University of Melbourne (1902), Vice-Chancellor (1931) and Chancellor (1935), dreamed of "an educated proletariat". In 1913 he brought MANSBRIDGE to Australia and he always gave the W.E.A. of Victoria his powerful support.

BEALE, (Charles) Ian (Alexander), born in 1923, was educated at Cambridge University. In 1951 he came to Australia. After a spell as a jackeroo, he became an Agricultural Officer with the Bank of N.S.W. In 1968 he took a responsible position in a Food and Agricultural Organization (UNESCO) livestock project in Tanzania.

BENJAMIN, Zoe, was Tutor for the Department of Tutorial Classes, University of Sydney, 1917, in Child Study and Parent Education. She died in 1962.

BLACK, Herman David, was for many years Senior Lecturer in Economics in the University of Sydney, and a well-known commentator on the news. In 1970 he became Chancellor. (Further details proved unprocurable.)

BROADBENT, Derek, born in England in 1925, was educated at Birmingham University. From 1946 to 1950 he was Development Engineer with the General Electric Company, London. In 1950 he became Lecturer, then Senior Lecturer in the University of Melbourne. In 1958 he joined the University of New South Wales as Associate Professor of Electrical Engineering, and in 1961 was appointed Co-ordinator of Post Graduate Extension Studies and Head of the Division of Postgraduate Extension Studies, which was established at the same time.

CREW, Neville, educated at the Universities of Melbourne and Saskatchewan, was engaged in economic research until he became Lecturer in Adult Education at the University of New England in 1961, with special responsibility for community development and agricultural extension.

DAVERN, Aubrey Inglis, 1902 to 1954, born in Tasmania, was educated at the University of Tasmania. From 1916 to 1924 he was employed by the Education Department. After three years' seeing the world, he became in 1927 General Secretary of the W.E.A. of Tasmania. In 1934 he became District Tutor, Newcastle, under DUNCAN and, in 1941, Acting Assistant Director and then Acting Director.

DERHAM, Enid, 1882 to 1941, was one of Australia's minor poets, and Senior Lecturer in English, University of Melbourne, from 1922 to 1941.

GUNN, John Alexander, born in 1896 in Liverpool, England, was educated at the Universities of Liverpool, London, and Paris; he was a brilliant scholar. From 1923 to 1938 he was Director of Tutorial Classes, Melbourne, in succession to ATKINSON. His inept administration brought adult education into disrepute in the university.

HIGGINS, Esmond Macdonald, (known as "Hig"), 1897 to 1960, was born in Melbourne and educated at the Universities of Melbourne and Oxford. In 1936 he became Staff Tutor at Launceston for the University of Tasmania, and then at Sydney, under DUNCAN, Senior Staff Tutor (1941) and Assistant Director (1950). He wrote a pioneer adult education book–*David Stewart and the W.E.A.* (Sydney, 1957).

KELLY, E. C. W., a lawyer, was the original and most successful leader of Tutorial Classes in Melbourne.

MANSBRIDGE: See Chapter Two

NELSON, Archibald John Alexander, born in 1911 in Scotts Creek, South Australia, educated at the University of Adelaide. In 1931 he became a teacher with the Education Department. From 1947, after serving as Captain in the Army Education Service, he was the Senior Officer-in-Charge of International Relations with the Commonwealth Office of Education until he became Director of University Extension at the University of New England in 1954.

PASSMORE, John Arthur, taught philosophy in the University of Sydney from 1935 to 1949. In 1958 he became Professor of Philosophy, Australian National University.

ROSSELL, Philip, born in 1925, was educated at the Universities of Sheffield and Bristol. He was Warden, Nottingham University's Residential College for Adult Education (1950 to 1954); Lecturer, Department of Adult Education, Bristol University (1954 to 1960); and Senior Staff Tutor in charge at Newcastle, under WILSON and CROWLEY. Since 1969 he has been Training Officer for Reed Paper (U.K.).

SCHOENHEIMER, Henry Philip, born in 1918 in Brisbane, was educated at the Universities of Queensland and Melbourne. From the Education Department of Queensland he moved to Victorian private schools and then Swinburne Technical College (1959). In 1965 he became Senior Lecturer in Education at Monash University, transferring to Latrobe University in 1969.

SHAW, John H., born in Sydney in 1922, was educated at the University of Sydney. He was a Research Officer in the Department of Post-war Reconstruction from 1944 to 1947, a teacher in the New South Wales Education Department from 1948 to 1957, and part-time Lecturer in Economic Geography, A.N.U. After four years on NELSON's staff at New England he became, in 1962, Senior Producer in BROADBENT's department, and Lecturer in Sociology.

STRONG, Sir Archibald Thomas, 1876 to 1930, taught English in the University of Melbourne from 1912 to 1922, and in Adelaide as Professor, from 1929 to 1930. In 1929 he attended the Vancouver World Conference on Adult Education.

WILSON, J. P., Headmaster of Presbyterian Ladies' College, Melbourne (1878 to 1906), was a member of the first Extension Board, and its Lecturer in English History.

Commentary

These readings suggest that Australian adult educators have seen their methods as falling into two main groups–another facet of the Generalist/Intellectualist polarization. Schoenheimer, positing a "Great Australian Myth–that education is essentially a one-way traffic", supports the alternative–"the really educative and essential process of small-group discussion where the student is active". In something the same way Shaw argues for community development, another method which "provides opportunities for people to participate". Higgins suspects a close link between group membership and learning: each type of activity, "social" and "educational", "reinforces the other and in many cases seems to require the backing of the other". Badger states roundly: "to seek knowledge in common with others is certainly more delightful as it is almost always more successful".

Broadbent disagrees. Although he sees the value of "co-operative listening groups", he values lecturing highly for "making available the great educators of today to the mass of students". Even Schoenheimer admits that a lecturer of such a kind can be "inspirational". For the run-of-the-mill lecturer Atkinson offers the justification that he brings "explanation and encouragement", a position Davern seriously undermines.

Schoenheimer's polarization of methods into "one-way" and "two-way" is probably an exaggeration, like McLeish's "oracular" and "participatory" (Cambridge Monographs on Methods, No. 1). Since a predominantly group-learning method, like Tawney's Tutorial Class, often turns into lecturing, and since some lecturers' practice is very close to group-learning, perhaps the distinguishing characteristic is the amount of subjective, psychological distance between teacher and learners. This is not a dichotomy, but a continuum, from preacher and congregation at one end, to a seminar of specialists at the other. Beale seems to have realized that this is true of different combinations of farmers and extension workers.

AGRICULTURAL EXTENSION

C. I. A. Beale, from "Extension–a Philosophy, a Science, and a Profession", in *Journal of the Australian Institute of Agricultural Science,* June 1961, pp. 69–72

I might as well begin by quoting from the report [of a sub-committee of the Institute] :

Extension activities among rural conditions must first consider man as a producer charged with the prime object of moulding the things in the environment in order to satisfy human physical needs, and then consider the important fact that the producer has to spend his life in close association with other men, needing their co-operation in order to survive economically and socially.

Successful extension is not a system but a progressive function operating to meet changing needs, both in his occupation and in his social environment. Extension is concerned with change. [End of quote.]

Extension is also a form of education and education is not simply a matter of handing out facts but is rather a process whereby the student is taught how to think. One of the best forms of assistance which can be given to the farmer is to teach him how to set about defining and tackling his own problems. Associated with this, too, is the development of his own inventive skills. Until the modern scientific revolution in agriculture, almost all progress was derived from the ingenuity of the farmers themselves. A large proportion of present-day progress in the development of new ideas and new techniques is still due to farmers. Scientists should recognize this fact and encourage farmers to find their own answers.

At the same time, farmers themselves should accept some responsibility for the quality of the extension that they receive. They should have a part in initiating, planning, and carrying out research and extension programs. It was suggested to the Sub-Committee that extension workers and farmers alike should adopt as a motto, "Learn to do through doing" . . .

Extension is also very much concerned with education of the young. In the words of our report again:

Another aspect of extension is the training for leadership and self-expression in their widest form. This is work of special importance to young people who, being young, express greater desires to be creative. Young people are most anxious to be recognized but fail to convey this because there are few institutions in which they can participate in scientific or social activities. Young people should be trained to take an active part in rural development. If there are few means whereby they can participate in common activities they will look outside rural areas for opportunities. [End of quote.]

Extension is concerned with people–all people, rural folk and city dwellers alike–and people, in turn, are concerned with their own aspirations to live a worthwhile and contented life. While extension benefits country folk in a direct and personal way it is just as important indirectly for the city dwellers in a country like Australia where the economy depends so heavily on the prosperity of the primary producers. National policy aims, therefore, have some implications for extension which cannot be ignored and, to a certain extent, these inevitably conflict with the interests of the producers themselves. However, compromise is the essence of democracy, and while extension men serve different masters, they should recognize common broad objectives and design their work accordingly.

Agricultural economists, engaged as they are in a relatively new and rapidly developing science, have brought a refreshingly sane and balanced point of view to bear on the subject of technical innovation. We are all familiar by now with the concept of the "whole farm approach" in extension work, although as yet few do or are able to put it into practice.

It is well recognized that increased production for its own sake is not enough. The extra production has to be profitable, and has to be as profitable as possible recognizing the opportunities provided by the alternatives.

Furthermore, as the economists say, the farmer is an individual whose own experience, aptitudes, and preferences must be recognized in suggesting alternative plans of action. He must bear the ultimate responsibility for all decisions made with regard to his farm and he therefore has the right of choice as to what shall be done. The choice he makes will depend upon himself and the alternatives placed before him should take full account of this. The good farmer listens to advice and makes his own decisions. From the extension worker's point of view, as I once heard from an eminent member of our profession, "Heaven preserve us from *persuading* the farmer to do *anything*!"

However, many agricultural economists do not go far enough in applying perspective to the work of extension. In the first issue of a new journal called "Farm Policy", Schapper and Parker, of the Institute of Agriculture, University of Western Australia, write these words:

The immediate purpose of farm management extension is to provide the farmer with ideas and information which will help him to achieve maximum economic efficiency or highest possible net income. For this reason advisers are often accused of being too money-conscious and of forgetting that farming is also a way of life. Farm management advisers, however, are inclined to the view that the more efficient the farmer the higher will be his net income and the more readily will he be able to achieve his way of life goals. [End of quote.]

This is a common view and doubtless the argument would be valid in the majority of cases. But if the way of life goals are regarded as paramount, care should be taken to ensure that they are not sacrificed for the more immediate aim of economic efficiency . . .

Economics is concerned with choice. The faith demands that choice be exercised to obtain maximum income from scarce resources. Let us take the matter a stage further with regard to extension and say that we are concerned with maximization of *social welfare* from scarce resources. Motivation is the spur to action. If farmers cannot identify the ideas put before them with their own situation and their own desires, they are unlikely to make use of them.

To conclude this discussion of the philosophy of extension the Sub-Committee's report may be quoted once again:

A prosperous rural countryside can only come from the application of knowledge, both pertaining to the farmer and to the social conditions under which country people live. To increase productivity is the first essential of any extension service, but to go no further than production would leave a big gap in the aspirations of people to lead a contented life. [End of quote.]

In their preoccupation with the physical and biological science in both extension work and the formal schools of learning, agricultural scientists tend to ignore the fact that teaching and extension are themselves subjects worthy of scientific study.

University staffs, school teachers, and extension workers are selected for their posts on a basis of achievements in their several disciplines, and not because they are good teachers. This may seem inevitable, but with all due respect to these people, many of them know very little about teaching and learning. In effect, one says, "The best scientific brains are available to the students. Their teachers are specialists in their fields, they are fully in touch with the latest scientific knowledge and are themselves research workers of no mean talent; they excel at inquiry, definition, evaluation, and solution, but so far as teaching is concerned—well, they have always been left to their own devices".

It is worth stressing again that extension and teaching are primarily concerned with people. Ideas cannot be projected satisfactorily without an understanding of those with whom one is trying to communicate.

There is a great need for development of a science of extension in this country. Many existing disciplines might be drawn upon, but chief among them are psychology, sociology and education.

Extension workers must learn something of the pathways of the human mind; the nature and development of personality and of attitudes; individual differences in ability and personality; the processes by which people acquire knowledge, and the factors which prompt them to act on that knowledge.

Extension workers must also understand how people form and associate themselves with social groups. They must understand group psychology, the development of group attitudes, and ways and means of predisposing groups to identify new ideas with their own circumstances. They require a sufficient understanding of learning theory and teaching techniques.

Extension workers in the field have to cope with a host of social and psychological problems. Up to the present they have had no training to deal with them outside the hard school of experience. Some of these problems have been overcome by imaginative men with an intuitive ability in human relationships. Others, not having the ability, have failed in similar situations. But in some cases the problems have been insoluble for the best amateurs.

Ignorance, antagonism, and apathy are some of the notorious enemies of the extension man. Scientific training in extension is essential if these problems are to be overcome.

"COMMUNITY DEVELOPMENT"

John H. Shaw, from "The University and Community Development", in *Australian Journal of Adult Education*, December 1962

The phrase "community development" is currently appearing more frequently in the teachings and practices of many people in diverse fields. It is not uncommon, for example, to encounter discussions about community development in the realms of social welfare, in agricultural extension, in economic planning, in recreation, in church work, in town planning, within service clubs and voluntary organizations and, more particularly for this symposium, in the field of adult education. While community development may, in its essence, not be a new thing, yet it has only been during the last decade that we have become particularly aware of its potential, not only for economic and social development, but more specifically as a means of adult education . . .

It would seem useful to emphasize that there is perhaps little that is particularly revolutionary, as such, in the principles and methods of community development—they have been implicit in successful work carried out with communities for many years. Indeed, the establishment of the extension division of the University of St. Francis Xavier at Antigonish in Nova Scotia in 1929, under the direction of Monsignor M. M. Coady, is perhaps one of the best known pioneer efforts in linking the education of adults with community development. Similarly, it is useful to recall that the Montana Study had its genesis in 1944, when Baker Brownell, often quoted as the pathbreaker of community development in the U.S.A., secured the co-operation of the University of Montana and a grant from the Rockefeller Foundation to initiate a programme of community education in which he employed self-study methods in an attempt to enrich and stabilize community life. Stemming from this work at Montana, the University of Washington at Seattle established its Bureau of Community Development in 1950, under the direction of Richard W. Poston, who had worked with Brownell in Montana. Then, in 1953, Southern Illinois University invited Poston to direct its new Department of Community Development. There has been throughout the United States, a veritable proliferation of University and College interest in community development . . .

Interest in the field has not, of course, been confined to one side of the Atlantic. Some fifteen years ago, at the United Kingdom Colonial Office Conference, held in 1948 at Cambridge to enquire into means of encouraging initiative in African Society, community development was "conceived as a new approach to administration from a social angle", and this was linked logically with "the United Kingdom policy of guiding dependencies to responsible self-government within the Commonwealth". This policy required "the creation of stable communities capable of standing up to the strains of rapid change, within which the individual can find full satisfaction and a sense of security; the development of a sense of responsibility and integrity within the community; and the building of a strong and developing economy" . . .

Some Basic Elements

I do not propose to repeat many of the definitions of community development, for these will, I am sure, be well known. However, I would like to present an outline of some concepts inherent in the community development approach:

1. The first of these is that community development is an educational process, stemming from the recognition of needs followed by self-study, leading to informed and responsible action.
2. The second is that it provides opportunities for people to participate in this educational process of community study. This means that, by being involved in the process, people thereby develop a sense of responsibility for making decisions in their community and a consciousness of the effects of these decisions in their community. "The naive assumption that any group of persons will fall in with any plan about which they have not been consulted . . . has been proved false so often . . . that its survival is one of the world's greatest mysteries."
3. Third is that there is an implied belief in the ability of local initiative to determine the nature of community needs, and a related belief that communities possess the capacity for the study of these needs. The implication of this is that people in our communities can, with guidance, undertake studies of their local problems and, as a result, take action to meet these needs.
4. Development implies change, perhaps at a greater rate than hitherto. While this change may mean the acquisition of more knowledge about a particular community issue, it frequently involves the acceptance of new or different ideas, the recognition or at least the adjustment to, changing sociological situations, such as the

leadership pattern in the community. Often new leaders will emerge in a community; these may reinforce or displace former leaders. Also, in the course of a study programme, there can develop an awareness of other community needs, involving new approaches and new responsibilities. These require changes in attitudes and relationships which are of vital importance, though they are difficult to evaluate, and pose problems for the statistical educationist who wishes to quantify results.

5. The fifth and basic concept is that learning can result, both directly and indirectly, from this study-action process. In this regard, the role of the adviser or consultant is most important. First and foremost he must see his task as that of an educator who guides the group in disciplined, though perhaps informal discussion and study. He should ensure that a group carries out a thorough, penetrating analysis, that it looks critically at all sources of information, and that its conclusions come logically out of this study. He is responsible for setting standards of judgment and for inculcating the traditional academic impartiality. His role is therefore similar, in many respects, to that of a discussion group or seminar tutor.

While these concepts could perhaps be elaborated, they may at least provide a basis for discussion of the ideas inherent in community development . . .

Community Development in Practice

To illustrate the role of a university within this framework I would like to describe two examples of community development work undertaken by the University of New England.

It is basic to our policy in the field of community development that the University does not assume responsibility for community projects. The unversity's role is purely advisory and educative. The projects with which the University is associated are the responsibility of community organizations. Before the University agrees to make its assistance available to a project, the community organization responsible for that project must:

(1) Show that it is broadly representative of the community;
(2) agree to promote a programme of community self-study; and
(3) show that it has a reasonable prospect of involving a considerable proportion of its community in such a programme.

The first example is one in which our Department of Adult Education is working in collaboration with a group of rural producers on the New England Tablelands. The origin of this work is as follows. In June, 1960, our Department conducted a conference on Decentralization which was attended by many graziers from northern New South Wales. One of the papers presented at that conference made a critical examination of pastoral development of the Northern Tablelands and showed that the local grazing industry was under-developed and lagged behind other parts of the State in adopting new practices. Some of the graziers who had attended this conference became concerned with the slow progress of the area, and being familiar with the work of the University's Department of Adult Education in the field of community development, approached the Director of the Department, Mr. A. J. A. Nelson, who suggested that the community development approach might be employed successfully in relation to the overall problems of the grazing industry on the Northern Tablelands. The director explained to the graziers that the work of his Department in this field was based on the principle that communities should be encouraged to make a systematic study of their own problems, with a view to ensuring that subsequent planning and action is informed and responsible. Furthermore, it was pointed out that, to ensure success in this approach, it was necessary to have widespread grazier participation. As a preliminary step, the graziers set out their major objectives as follows:

1. To create an awareness of potential for the development in New England;
2. To promote research into the problems of the region;
3. To improve the efficiency of extension services available to men on the land.

This was the genesis of the New England Rural Development Association.

Whilst this initial group of graziers comprised persons of outstanding vision, imbued with a deep sense of community responsibility, who were representative of the whole geographical area of the Tablelands, it was necessary, from the University's point of view, to determine whether this feeling of concern was widespread among graziers. It was therefore agreed to conduct a pilot survey, and questionnaires, which were distributed to a sample of landholders, showed that most considered that there were problems in research and extension which were inhibiting the progress of the grazing industry. It was then decided that the next step in the programme would be the definition of these developmental problems–a problem census–and on the advice of the Department of Adult Education, a series of 64 discussion group meetings, involving over 1,100 people, were arranged in the winter and spring of 1961. These were organized on a small neighbourhood basis in the belief that intimate local groups provide a basis for profitable discussion, for the exchange of ideas, and for the fruitful consideration of developmental problems. These meetings gave rise to a great deal of critical thinking and have aroused considerable interest in rural development, yet it must be recognized that they form only the first phase in the process.

In summary, the results of this problem census indicated that, among the agricultural and pastoral problems, people considered the lack of effective extension services as their most urgent need. Linked with this, the series of problems related to pasture establishment and maintenance were placed next, followed by a need for finance on suitable terms to enable property development. Among the problems in rural living, the census highlighted concern in two spheres–in rural education and in the provision of electricity to rural districts . . .

Turning now to the second example of community development–the community group in this case was the New England Soldier Settlers' Association. Again, in this instance, a group of rural producers who had taken up holdings under the War Service Land Settlement Scheme, asked for the assistance of the University's Department of Adult Education. They were informed of the general conditions under which this assistance is available and they agreed to engage in a detailed study of their problems. Furthermore, it was made clear that the University was interested only in a serious, thorough-going study, and not in any political action which the settlers might become involved in, as a result of the programme of study.

At the outset, they were primarily conscious of the fact that settlers were facing some grave difficulties in meeting their financial commitments. However, under the guidance of Mr. N. D. Crew, a member of our Adult Education staff who acted as a consultant, they proceeded to make an analysis of the principles, policies and economics of settlement. They clarified the nature and veracity of their difficulties; examined the available literature on closer settlement, such as the Rural Reconstruction Commission Report; they invited in experts to give advice, studied the relevant legislation and other documentary evidence available to them, and finally prepared a report setting out the nature of their difficulties and suggesting some solutions to these.

This report represents a unique example of the self-study process in which University resources were united with those of the community. It might merely be added that, because of the very nature and the quality of the study, the settlers were able to discuss their problems, responsibly and authoritatively, with the Minister for Lands and his advisers. It is pertinent to note that recent policy changes in relation to soldier settlement have been announced.

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CORRESPONDENCE TEACHING

M. Atkinson, from the four-page pamphlet initiating the Melbourne scheme in March 1921

Front Cover

The University of Melbourne
Extension Board
Correspondence Courses
in
Social and Cultural
Subjects

There are many thoughtful men and women who, lacking opportunity to acquire a formal higher education, and situated far from centres of learning, yet feel a very real desire to pursue the study of some subject in which they have more than a mere passing interest. The University of Melbourne, through its Extension Board, now offers the means of realizing this desire under its guidance.

Page Two

There is a type of student in the community who for long found himself severely handicapped in his quest for knowledge. For the acquisition of formal education, either technical or cultural, Australia offers facilities of a high grade, but for the naturally thoughtful man or woman who desires, not to pursue a definite path of study leading to a profession, but purely to gratify an interest in a subject and to develop a knowledge of it, there was, until recently, no opportunity for him to seek the help of expert workers in his particular sphere of interest.

Chapter Three: Methods

In 1914, under the auspices of the University, the Workers' Educational Association formed classes under the direction of well-qualified tutors, to enable students of the type indicated to study such subjects as History, Literature, branches of Economics, and sciences of general human interest as Psychology and Physiology. These classes have met with a rich measure of success. But there still remain many who are beyond the reach of tutors. These include mainly residents in remote districts and in centres too small to warrant the formation of classes, and also the not inconsiderable number who, owing to irregular or broken hours of employment, find it impracticable to attend a personal class. These students the University hopes to assist through the post.

At the outset it seems desirable to point out that it is not suggested that correspondence instruction is or can ever be as efficient a means of tuition as the personal class. The tutor's spoken explanation and encouragement and the contact with fellow-students are stimuli for which there is no equivalent substitute. On the other hand, given adequate knowledge of the principles underlying private study, and an intelligent application of them, quite excellent results can be derived from correspondence work.

Page Three

As already indicated, it is not intended that this correspondence system should be used by those seeking to qualify for degrees in the University. Its purpose is rather to cultivate knowledge of such subjects as will elevate the mind and fit the student the better to discharge his functions as a citizen.

The subjects upon which advice may be sought in this system are at present History, English Literature, Economics, Sociology, Psychology and International Politics. As the system develops other subjects will doubtless be added to the list, and even at this stage an effort will be made to help students to pursue the study of any subject of genuine cultural value in the demesne of art or science. If, for instance, a student wishes to study Finance, commencing in an elementary way, he can secure a short list of works on the subject, the prices of which will generally be within the means of all, and instructions will be given as to how to study such a subject.

But something more than a reading list and general information may be secured, if the student feels that he requires and desires actual tuition of a more systematic character. Essays and general questions may be set from time to time so that advice and guidance may be supplemented by correction and helpful criticism of students' written work. This will not be a formal test of knowledge, but simply a means of indicating to the student what progress he is making and to the tutor what assistance is still needed. The scheme will be one wherein an experienced worker in a particular region of knowledge will attempt to guide a newcomer over the same ground.

Page Four

There are so many burning questions in the world to-day, a knowledge of which is vitally important to all citizens, that the University hopes to advance general knowledge by placing at the disposal of those who seek it such information as will help them to equip themselves to assist in the solution of these problems. It is hoped that all public-spirited persons, who have sufficient leisure and an inclination for reading serious literature, will avail themselves of this opportunity.

It has become abundantly clear that democracy can only be made a success by the people becoming thoroughly educated concerning the many problems which affect them so deeply. It is believed that the anxieties of these times have awakened in the minds of a very large number of people an earnest desire to learn more of the ways in which the problems of Australia, the British Empire and the world of nations can be solved.

Should this scheme be taken up by people in the country with the enthusiasm which it deserves, the University Extension Board will then consider ways and means of making it still more useful to those who seek its assistance.

How to Enrol

Those who are in sympathy with the aims of the system and who wish to secure advice and guidance in their reading should complete the attached form and return it, together with any special information, to the head of the new Department, Professor Meredith Atkinson, the University, Carlton. Under "special information" the enquirer should give a concise account of the reasons for his interest in the subject and also a description of the extent of his present knowledge of it. Upon this information the tutor will frame his advice, hence care should be taken in compiling it. On receipt, the advice required will be provided.

No fees are charged to students in connection with this system.

DAY RELEASE

P. E. Rossell, from "The Education of the Young Industrial Worker" in *Australian Journal of Adult Education*, December, 1963

The young worker is expected to make most of the adjustments from adolescence to adult life without assistance and the only education he is likely to receive is that of life itself, with its shocks, pitfalls and disappointments. His chances of becoming an "efficient adult citizen" are slender because he has no understanding of society and its problems. Equally slender are his chances of living a "full" or a "good" life because his values are primarily those of an industrial environment which is bleakly material . . .

In our Newcastle experiment we attempted to make a contribution towards the education of the industrial worker by commencing at the adolescent stage with young trade apprentices, technical college and university students employed in Newcastle's heavy industries. We were fortunate in obtaining the assistance of a senior executive in a key position in industry who was himself deeply concerned with training and education and able to persuade his Company to provide resources of time and money. We could not have had a better place in which to work, for we had absolute freedom and the fullest co-operation. The programme was begun in 1961 and the mechanics of expansion and progress are not really important; suffice it to say that we now have twenty-two groups of trade apprentices and trainees. (The "trainee" is a part-time student in Technical College or University seeking a technical diploma or an engineering or science degree.) The former receive a one-year course, the latter a three-year course with a total of sixty hours each year. The students are released from work for two hours each week, giving them an effective three hours away from work. The classes are held in an old building furnished and equipped for the purpose. The Company has appointed a training officer to deal with the administration of the programme . . .

The courses were therefore designed largely to correct the inadequacies in general education which we believed to exist widely among the young workers. We did not delude ourselves into thinking we would make liberal scholars out of them; we merely wished to arouse some basic thinking in some important subject fields.

Trade Apprentices

Our 170 apprentices range in age from seventeen to twenty years and in I.Q. from 95 to 110. They were educated at twenty-four different schools in Newscastle, the Hunter Valley or on the northern coast of New South Wales. Seventy four point three per cent. completed a three year qualifying course for either a Board Course or Alternative Curriculum Intermediate Certificate; 22.2 per cent. had four years at school and 3.5 per cent. stayed on to the fifth year and took the leaving certificate examination. Fifty per cent. are the sons of unskilled workers, while another 22 per cent. come from the families of tradesmen.

Upon joining the Company apprentices are drafted into the various trades on the basis of vocational guidance tests and individual preferences. The most "able" become electrical fitters or mechanics; then come fitters and turners and boilermakers followed by a host of other trades, minor in terms of numbers and difficult to classify according to the degree of difficulty of the technical college course which they all must undertake. The technical college studies are supplemented by technical and safety training on the plant; most apprentices are segregated from other workers during their first two years, during which they are under instruction in a Company Apprentice Training Centre. Our programme has to be fitted into this normal training-working programme.

Early this year we conducted a survey among our new day-release students designed to determine reading habits, general, historical and political knowledge. The apprentices' general knowledge was not as poor as we had first imagined but almost 50 per cent. did not know the name of the leader of the Federal Opposition and of those who did 98 per cent. could not spell his name correctly; over 50 per cent. could not name the Secretary General of the United Nations, while 92 per cent. and 94 per cent. respectively could not name a local Federal or State M.P. The average score on questions designed to test historical knowledge was 58.3 per cent. and political knowledge was abysmally poor with 45 per cent. unaware of what party governed their own State; 85 per cent. could not name a single Commonwealth Department of Government, and about 70 per cent. could not name a Commonwealth, State or Local Government tax. Seventy seven per cent. did not know the meaning of the abbreviations A.C.T.U.

Reading was largely confined to the weekly pictorial, sporting or motor magazine: sex, detective, war, horror stories and the pictorial novelette accounted for the bulk of "serious reading". Eighty-one per cent. had never seen a play, 92 per cent. had never attended a symphony concert; they spent an average of nine hours a week on sport, watched television for one to two hours each night and aimed to own a car by the time they reached twenty years of age—about 30 per cent. had achieved this ambition by the age of eighteen.

We designed a course entitled "Prospects for Apprentices" with the following syllabus:

Term 1. Australia in the Modern World; E.E.C., Asia and S.E. Asia; The Cold War and Defence.

Term 2. Australia and Industry; Resources and their use; rate of growth; trades unions and strikes; Australian industry in the future.

Term 3. Government and the Economy; party politics, economic policy, taxation, consumption and the wage packet.

The level at which this course is conducted is not high. We try to maintain interest by using good films to illustrate some topics; we approach such a subject as Australia's resources by examining the port of Newcastle and the pattern of its trade, for which there is good visual material. We examine Australia's industrial future through their own problems as tradesmen and potential union members, and the effect of automation upon their security.

The response to such a programme has been extremely diverse. The main determining factor is intelligence and ability. One section, the electricians, are divided into two groups which have more affinity with the trainees, than with the average grade of apprentices; they respond readily, sometimes even better than trainee groups–and there is a growing interest as the course proceeds. Some of these students, particularly those who have been fortunate in their geography, history and social studies teachers, make a real contribution to the knowledge of the groups to which they belong. Elsewhere, however, the response is difficult to describe because it is so varied.

A few apprentices are unruly, some are docile and, for a few, the imparting of anything more than simple facts and a few general principles is almost impossible. Most apprentices are only about 18 months away from the drill, boredom and compulsion of the secondary school. Consequently, some react against our programme as if it were an extension of school; a few see the classes as an opportunity to escape from work and mentally fall asleep . . .

Degree and Certificate Trainees

A hundred and ninety-five trainees within the age group 18–21 participate in the programme. A large percentage was educated at Newcastle Technical High School, but, as with the apprentices, the territorial spread of schools is large. All degree and most certificate trainees were at school until fifth year and selection by the Company was mainly based upon leaving certificate results. The majority of the students were given an opportunity to pursue a part-time degree course at Newcastle University College; but poor performance during first and second year, or choice, led a large number to seek a certificate course at Technical College. As a consequence, certificate students outnumber undergraduates by almost two to one. The main courses taken are mechanical and electrical engineering (38 per cent.), marine engineering (21 per cent.), chemical engineering (11 per cent.), metallurgy (10 per cent.), and chemistry (10 per cent.).

The further education programme for trainees started later than for apprentices. This was for administrative reasons and not because the Company was less interested in providing further education for this group, despite the fact that they receive a part-time education of one full day a week for five or six years (with all fees paid this represents a high cost to the Company). But this was the level of work we were mainly interested in as being more appropriate to a University extra-mural department. It has also strong appeal to the Company; trainees are potential executives; many will be given junior management responsibilities soon after qualifying and the specialized school and tertiary education they receive does not necessarily fit them for position of responsibility; a broad education for such positions must begin early.

We began the experiment in September, 1961, with a short course of ten meetings offered to three groups and upon the experience gained therein designed a year's course of thirty meetings as follows:

Term 1. Economics and Politics:
The national economy; the structure of industry; economic policy.
The Australian political scene; political parties and their policies.
Term 2. Critique of Modern Society:
Economic and political thought; radicalism in the 20th Century; novels and essays of the angry young men.
Term 3. Studies in Management and Industrial Relations:
Problems in organization; human and labour relations, trades unions; conciliation and arbitration.

We were unable, however, to progress much beyond the second term's work and the reasons for this, which are to be found in the student's response and his problems, should be of interest to anyone concerned with further education.

We anticipated some problems would be derived from the special situation of a new educational experience in working hours and on the plant. We did not bargain for apathy and lack of desire to learn in this group. (Here, of course, I have to generalize and this is likely to be misleading when dealing with so complex a thing as students' attitudes.) Not all students were apathetic–some were openly antagonistic and some so enthusiastic that they sought our opinions and help outside the classes; this, however, was not general. The apathy had a different basis in many instances; sometimes it sprang from a genuine desire to attain technical qualification with a corresponding lack of interest in all else; sometimes it arose out of failure in the degree course; in these cases there was a simple rejection of the idea that a non-technical education was important. In addition, there was often present in the minds of some students the suspicion that we were there on the Company's behalf to "brain wash" them, and this was coupled with the belief that the Company would be unlikely to do anything for them which was not in the Company's interest. The suspicion disappeared within a term because our approach was so obviously not a Company one. But the antipathy to the subject matter was more difficult to change, and we came to the conclusion that this was mainly due to the failure of secondary education. The survey gave us some supporting evidence for this. Specialization had begun at school after third year with only about 25 per cent. taking an arts subject other than English at Leaving Certificate. Their general knowledge was a little better than that of the apprentice but far from satisfactory, with a high percentage ignorant as to what government was in power in their own State, what are the tasks of the three levels of government, what the various departments of government are, or what taxes are administered by whom and for what purposes. Scores on historical knowledge–agricultural and industrial revolutions, Australian, and Western civilization–were not good; similarly with national affairs, economic and political questions. This ignorance must spring from an inadequate secondary education and from specialization, for we must remember that these trainees have been selected because they have well above average intelligence . . .

The first term's course was acceptable enough and response was reasonable; the situation was new, we did not demand much of them, there was a good deal of information which was new to them. The work of the second term, however, proved really difficult. Ideas were not exciting to them; we had virtually to assume nothing known and start from scratch with basic concepts; discussion was difficult to generate because, as one student put it; "We have never before been asked to think." To contemplate turning to Management in the third term, however liberal or even elementary the approach might be, was pointless: in the first instance they were not interested in it, in the second they were incapable of understanding that it was important to study management at this stage. So we abandoned the syllabus for the third term and let the students take us where they chose. Our satisfaction was considerable when towards the end of the first year we observed a general change of attitude: students who had been openly antagonistic were participating in discussion, requesting lectures on certain topics and even wanting to discuss their own attitudes to work, to social relationships, to values and their way of life. There were three reasons for this: the first was in the personal relations between tutor and students, the second in the methods employed, and the third in the subjects discussed. Overcrowding in schools often prevents a good relationship from developing between pupil and teacher; the average number in each class to which our students belonged during fifth year at school was 25.9; the number in the class, coupled with the necessity of working through a syllabus, undoubtedly prevents the teacher from getting to know his pupils. Our classes are limited to twenty students and often contain no more than a dozen; we are not tied to a syllabus and each session is long enough to allow flexibility and discussion. Over a period of months there is every opportunity for the tutor and the student to understand each other and for a personal relationship to grow.

Our teaching methods vary but there is nothing new. The straightforward lecture followed by questions occurs only rarely; we distribute a synopsis of the lecture with points for discussion; sessions sometimes begin with discussion, the tutor later filling in gaps in the synopsis and commenting on students' contributions. Sometimes we divide into small groups of four or five to discuss a defined problem; this flexibility sustains interest but it is certainly more demanding upon the student than many teaching situations at school.

The subjects which the students wanted to discuss during the third term were those which concern them as adolescents or young adults; problems of social relations and contemporary morals; religion and ethical values, the use of leisure, patterns of spending. In particular they were interested in the view of older generations about the teenager. The fact that we were on occasions prepared to discuss such questions led to a much improved relationship between us, and at the end of the first full year of the course we asked the students to help us plan a year's course for their successors. The pattern was a follows:

1. Introduction to economics;
2. Politics in Australia;
3. Controversial issues;
4. Current events;
5. Modern novels;

and, only if the course could be extended:

6. Labour relations; and
7. Introduction to problems of management.

We discussed with them a question which had been troubling us for some time: "Should we continue to offer the course to all trainees with the element of compulsion, or should it be purely voluntary and selective?" They suggested that for the first part of the course attendance should be compulsory because otherwise very few would attend; that attendance should become voluntary when the students had had an opportunity to appreciate what we are trying to do and they had some evidence upon which to make a decision.

This seemed reasonable enough and we were able to put this plan into practice when, following a petition by one group of students that they should be allowed to continue the course for a second year, the Company decided to accept the principle of continuing liberal education through the whole of the six-year technical course. This principle was and will always be difficult to put into practice, partly because of shortage of teaching resources and primarily because by the time he reaches the third year the trainee is much more useful in production than during his first two years. There are therefore both economic and administrative aspects to the problem. The Company then made a sufficient contribution towards teaching costs to enable the University to appoint three new members of staff and we were able to commence a three-year course in which we could cover much of the progress requested by the students. The plan is as follows:

Year 1. Economics:

Introduction to Economics; the working of the national economy; the structure of industry. Australian resources; primary and secondary industry. Economic policy; foreign trade; national expenditure.

Year 2. Australia at Home and Abroad:

Government; The Federal and State systems; Political parties. Australian society; the social and class structure; social problems. International Affairs: U.N.O., The Commonwealth; S.E.A.T.O., A.N.Z.U.S.; The Colombo Plan.

Year 3. Industrial Management:

The History of Management; the role of the entrepreneur; scientific management. Problems of management; problems of size and organization structure; plant capacity; the corporation and modern society. Human and labour relations; the trades unions; industrial relations departments; causes and cost of strikes.

In order to satisfy the request for discussions on controversial issues not covered by the syllabus, we prepare a weekly document of 1,500 to 2,000 words entitled *News Pointers*, which gives the background to a few select items in the week's news together with points for discussion. This is circulated throughout the works on Monday mornings and most students have an opportunity to study it before they meet their tutor. We also endeavour to influence reading habits by discussing new books, particularly good novels and, provided there is general agreement among the students for us to do so, we are prepared to discuss some of the personal questions which they raise.

This work poses many problems, some of which are common in any education which has not, for the student, a clearly defined goal, such as a diploma or degree. The main problem here is the one already touched upon–student response. It is very difficult to persuade our students to make an effort beyond the class situation. This problem exists in most adult classes where it seems often due to the tutor's failure to convince the student that effort beyond the class is more important than what takes place in the class. We strive constantly to do this and frequently fail; for example, the fact that a percentage make good use of the *News Pointers* and now read more than the comic strips and sports pages in their daily papers does not compensate for the fact that a number do not even read the documents before the class; they will read them in class and discuss them, but will not make an effort outside. And, as already indicated, response varies with the subject; a group which has a keen interest in, say, West New Guinea or Australia's trade with Japan, may be quite uninterested in the political scene at home. We know that if we were to hold a series of discussions on, say, contemporary morals along the lines of the Winter and Spring issue of *Twentieth Century,* we should get keen interest, avid reading and lively discussions; in contrast only a small percentage will really be interested in Australia's balance of payments problems, party politics and labour relations. The temptation to abandon a systematic course of study is sometimes very strong and this pulls out the old chestnut as to whether we should give the students what they want or give them what we believe they need . . .

Conclusion

In spite of all the foregoing difficulties, I believe the work is important to the point of being essential; as far as trainees are concerned, it is valuable–

- to industry in that it helps to prepare young men for their future careers by developing their minds and giving them a knowledge in non-technical fields;

- to the community by the further and more liberal education of our potential industrial and commercial leaders;
- to the individual himself through the enlarging of his concept of life and, flowing from this, his own personal happiness.

It is too late to begin effectively to educate the young engineer when he has already acquired responsibilities of management and become, sometimes ruthlessly, ambitious. I believe also that the further education of the young tradesman is essential for similar though less ambitious reasons, but particularly that he may become a better informed and responsible worker, trade unionist, citizen and parent.

* * * * * * *

LECTURING

(*a*) A. I. Davern, from *Australian Highway*, July 1938
(*b*) H. P. Schoenheimer, from the *Australian*, 20 June 1966

(*a*)

The Talkie Tutorial. An act of self criticism.

As Theseus made his way round the lofty Parnes on his journey to Athens he was met by a courteous, well-dressed man who offered his welcome in these words, "Alas! you have wandered far from the right way, and you cannot reach Aphidnai tonight, for there are many miles of mountain between you and it, and steep passes, and cliffs dangerous after nightfall. It is well for you that I met you, for my whole joy is to find strangers, and to feast them at my castle, and hear tales from them of foreign lands. Come up with me and eat my venison, and drink the rich red wine, and sleep upon my famous bed, of which all travellers say they never saw the like. For whatsoever the stature of my guest, however tall or short, that bed fits him to a hair, and he sleeps on it as he never slept before." I sometimes feel that, like Procrustes, we, as a movement, camp along life's roadway warning travellers of the difficulties that lie before them and luring them to stay awhile with us to partake of the tough venison of the social sciences and the rich red wines of culture, provided they will meantime sleep upon our wonderful bed that fits all comers exactly—a tutorial bed of twenty units in length and hung like Mahomet's coffin, somewhere in mid air.

Like Procrustes we insist that man was made for our bed and not our bed for man; and if we do not lop limbs and stretch bodies till they fit our bed exactly, it is only because the wrong sized people stubbornly refuse to get into it. It is true that once in a while we make a gesture by neatly halving the bed, but that is more a gesture of economy than of accommodation.

For a quarter of a century now we have posed the tutorial class as the supreme vessel of culture and learning, have given our best energy to nursing classes into existence and keeping them alive, have used its statistics as the indicator of our success, and, if we happen to be tutors, we have acquired a strong vested interest in the arts of blandishment acquired over the painful years. And what is this precious thing, this talismanic passport to Parnassus, this bed that fits all comers so exactly, if only they will come?

It is well to recognize at the outset that the ordinary tutorial class does approximately fit the requirements of some small part of the community—or fits some of its educational requirements. The person who has been accustomed to the discipline of continuous and selective reading, or to the sustained effort entailed in active participation in political, industrial and other forms of social activity, or whose curiosity is unquenchable, can fairly readily develop the capacity for concentrated attention and intellectual agility necessary to follow the lucubrations of a tutor in whose sight a thousand ages are like an evening gone. If I may say it without offence, the tutorial class as we know it caters for those people who have a kind of educational itch.

Intellectual itch, however, is not a very contagious affliction, and the great mass of mankind is little troubled by it. They want to know things if they are things that, to them, really matter and can actually help them. They are conscious of some specific needs, and vaguely aware of unspecified wants. They do not want very much to be scholars, and intellectuals, but they would like to be better fitted to meet the ordinary demands life makes of them.

To me as a tutor it is a grave disappointment when such people display insufficient political curiosity to follow me through a twenty lecture course on, say, "The Evolution of the State," and when, after having heard me expose the machinations of some six thousand years dead patriarch in my first lecture, they have not the patience to await to hear me arrange Messrs. Lyons, Stevens, Lang, and the rest of them in their proper historical perspective in my last.

Supposing, however, a keen young workman of twenty odd, happening to pick up a copy of the "Highway", is inspired to seek, through the W.E.A., to get the educational equipment to enable him to live wisely as an individual, and usefully as a member of society—or of the social group that takes up most of his spare time. He is intelligent, but has not given his intelligence any formal training. He can read with good comprehension but has not read much, and does not know the general run of books. What do we offer him?

There is a wide variety of classes to choose from, but, as the classes have not been arranged to any plan, it is hard to direct his choice. Practically every class, for all the protestations on the syllabus, presupposes a standard of knowledge greater than he possesses, and probably is made up of a group of people ranging from such humble beginners as he right up to those who come specially to teach the tutor. The class probably does not commence with the A.B.C. of the subject, and there is probably no book in the book box that just gives him the introduction he needs.

If, by some superhuman effort, he manages to cling on, he finds at the end of the year that there is no certainty of a progressive study of his chosen subject being continued into the next year. A new tutor may have another nook of science altogether to exploit, and one entirely separated from what he has just studied by a wide gulf. There may be no class at all. He has travelled from nowhere to anywhere, and still has not got his bearings. This kind of haphazard beginning and ending of our courses is difficult to avoid while we continue to recruit our classes as we do. We mix together in one class people of different degrees of skill, knowledge, and general interest, and then set the tutor not so much the task of being an educator as of being the producer of good attendance figures at the end of the session.

The lack of co-ordination and direction in our work extends beyond the range of the single subject, or subject group. We give what we like and our clients can take it or leave it. If they don't like what we offer, we bewail their lack of interest and wonder what democracy is coming to instead of making a genuine effort to find out. It is fairly safe to say that if all our tutors were to sit in committee for a week to work out courses of education to meet the needs and be within the physical, mental and financial reach of the masses of people we are supposed to try to serve, we would find ourselves hopelessly unequipped for the task.

We have accepted the almost bookless twenty session all-talking tutorial and exploited its limited appeal to the intellectually itchy with considerable success. Of the much more difficult and important tasks of developing in ordinary people skill in the art of living and being a member of civilized democratic society, and of adapting our own over-academic stock in trade to the job in hand, we have scarcely begun to think.

We tutors are perhaps the victims of our own training. With negligible exceptions only those who have submitted willingly to academic dictation of their universities, even to the last indignity of sitting for "honours" at an age at which William Pitt was Prime Minister of England and many a labourer is already father of a family, are eligible to join our ranks. Having our particular kind of hard won knowledge and skill stamped with proud and ancient symbols it is little wonder we are more anxious to turn them to account than to go to the trouble of acquiring and mastering the kind of knowledge and skill that will enable us to give the man in the street, the woman in the home, the citizen at his or her daily round of work recreation and group activity that they need and want.

Here, then, seem to be some directions in which we can work to escape the Procrustean rigidity of the 100 per cent. all-talking tutorial. We can urge for a policy that will permit more scope for experimental teaching methods, a less academic attitude to the kind of things to be taught and the kind of competence necessary to teach them, and a more accommodatory attitude towards those who want our wares in small parcels.

We could make a move towards grouping and grading the subjects we now teach so that the printed syllabus will reflect something more than the variety of the talents of our tutors. We should urge for the necessary research to be done to provide the basis on which fuller planning would rest. We need to know much more about the educational needs of the community, and we must study far more fully the problem, not so much of dragging people to classes as of establishing an educational service capable of reaching the people it is designed to serve.

The building up of a staff of well-trained, full-time tutors would go far towards establishing the framework for a more systematic lay-out, and should stimulate the pedagogic side of adult education. By working for free libraries we can do a great deal towards laying a material basis for more effective educational activity.

By these and other means we may work out of the position into which we have got ourselves largely by our failure to realize we had any other problem to face than that of getting people to listen to all the fine things we learned at the University.

(*b*)

Are Lecturers Really Necessary?

The University of Queensland, one of the world leaders in external studies, is at present experimenting with giving lectures by telephone landline to its external students.

I am a graduate of Queensland's external studies department, and a fierce supporter of external studies: but I cannot help wondering whether the results are likely to repay the cost.

Built deep into our thinking about education is the Great Australian Educational Myth—that education is essentially a one-way traffic in which the teacher or the text-book gives forth and the student listens, watches, notes, memorizes and is then educated.

Because, as a people, we believe in this myth, we pour millions of dollars each year into classrooms and furniture designed essentially so that students may sit and listen, rather than move around, act, discuss.

Because we believe in this myth we spend literally millions of dollars each year on text-books full of neatly chopped-up subject matter and drill exercises which are often supposed to constitute a complete year's work in a subject—exercises which call for no criticism, judgment, involvement and creativity and which are part of the illusion that learning is a one-way process of swallowing, memorizing and regurgitating.

And because we believe in this myth that effective learning is taking place when subject-matter is being poured in a one-way stream from lecturer to student, many influential businessmen and politicians think of a university basically as a place where lecturers tell students what they must remember, and students learn it off.

So there is a great business and political eagerness—unusual in most educational matters—to investigate the potential of such mechanical devices as landlines and closed-circuit television (which, of course, do have a place for certain kinds of university work).

Cost

The hope is that, without much cost, one lecturer can tell hundreds, or even thousands, of students whatever it is they are expected to remember.

There is no such high-level enthusiasm for building up first-rate university libraries, where students can learn, consider, judge critically what they read and thereby educate themselves.

By international standards there is exactly one passably-good university library in Australia.

There is no great enthusiasm, either, for adequately staffing all tertiary institutions for the really educative and essential process of small-group discussion where the student is active, and where education is a two-way process.

And I suspect that one of the basic reasons why there are no such enthusiasms is that the purse-strings are held, at the political level, by too many people who equate education with one-way instruction because that is the way they have lived it and have been conditioned subconsciously to think of it.

Strangely, the same business and community leaders who see education in this light complain bitterly about "educated idiots" who have to be told what to do.

The connection with the need for good libraries at every educational level, and with small classes and highly-trained teachers at every level is too difficult for many people to grasp.

I am not particularly attacking Queensland's pioneering experiment with landlines. I agree that recorded lectures on tapes, and (inside some universities) on videotaping machines, can be useful aids, but I think we live in an age and in a community that are overvaluing such one-way apparatus for the wrong reasons.

I am quite sure we over-value the oral lecture, just as I am absolutely certain that we over-value TALK by school-teachers.

Anything that can be said can be written. Any process of calculation that can be demonstrated on a blackboard can be demonstrated on a piece of paper. At the university level, at least, in sheer organization and content, the carefully prepared written script is certain to be of better quality.

Why, then, do we university lecturers lecture?

Partly, it is from long habit. The word "lecture" comes from a Latin one meaning to read and we still call high-level academics "readers".

In the early universities—which were established before printing was developed—the "lecturer" who had a book, the only book—read to the students and explained and commented on the words of the master who had written it.

Somebody has remarked that printing was invented in the 15th century, but that the news has not yet caught up with most university lecturers.

If, thanks to printing, the student can read the same books as the professor; and if he can also have before him anything the professor or lecturer has to say on the subject, why should there ever be any university lectures at all—especially now that university classes run into hundreds?

The usual answer to this question is a recognition of the fact that a mass lecture is primarily an emotional situation, not an intellectual one: the lecturer is there to "inspire" the students.

Now, it is perfectly true that a great man, or even a nearly great one, can give a mass audience an inspiring lecture. Giving two a week throughout the academic year may or may not be beyond his capacity. It is certainly beyond the capacity of most of us who are neither great nor nearly so.

We try, sometimes successfully, to impart some of the human quality which is the basis of teaching and which in great men is inspiration.

Nowadays, I tell my students that they are taking a reading and discussion course, in which both reading and discussion (in seminars and tutorials) are absolutely vital; and that there will also be a series of lectures as light relief—for me. (Previously, one of my sincerely admiring lady students had once said to me, after a lecture, "Well, Mr. Schoenheimer, you certainly manage to keep us entertained—at least!")

Reasons

I suspect that the main reasons why we lecturers lecture are that it gives us a lot of personal satisfaction, and that it is cheaper than running small-group discussions all the time.

A university course, in my opinion, is first a course of guided reading wherein the student must actively think for himself and must bring his own mind critically into communication with the writer's.

Secondly, it is a course of discussion where he can actively interpret, judge and reorganize what he has read and thought about by focusing his own ideas, by bringing them into association and conflict with those of others—including his lecturers and tutors—whose interpretations have differed from his own.

Thirdly, it is a lecture course.

In an ideal situation, with 15 or 20 in the group and on hour-and-a-half or two hours of time, a lot of the to-and-fro two-way traffic in ideas can be achieved by a combination of lecture, question-and-answer and discussion.

But in the typical modern university situation, with many scores or some hundreds in the audience, the lecture becomes, perforce, one-way traffic once more, with possibly two or three odd-balls or leaders asking an occasional question.

The students on the ends of Queensland's landlines—provided there are not many of them—will be able to question their lecturers, which is good.

I can remember studying for years alone, 500 miles away from the university, and I can appreciate the value of such human contact.

But I doubt, once the novelty has worn off, whether this will add much to the vacation schools, the personalized correspondence service, and the small-group discussions in the country centres which are already part of good Australian external studies courses.

All of which is merely to repeat that I attach pretty limited value to the lecture in school or university; and that I mistrust it most when mechanical media drain most of the humanity out of it.

Nor, incidentally, do I deny that there are good and bad university lecturers, and that lecturing is a form of skill that most people need to learn before they are good at it.

Forward-thinking universities have one or two members of staff whose essential business is to help lecturers to lecture effectively—audibly, intelligibly, concisely, purposefully.

Most graduates will applaud.

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LECTURING BY RADIO AND T.V.

D. Broadbent, from "University of New South Wales Extension with Particular Reference to the Use of Radio and Television", a paper to the 1963 Annual Conference of the Australian Association of Adult Education.

1. *Introduction*

Four questions which American (and Australian) universities are facing at present are:

(1) How are institutions of higher education to cope with a flood of new students who must be accommodated in limited building space?

(2) How can those students best be served who are earning their living or who have to spend much of their time at home to attend to domestic duties?
(3) How can teachers serve this growing student body adequately and at the same time be relieved from certain routine courses so that they may devote more time to research, writing and individual supervision?
(4) How can the curriculum be reorganized to give a meaningful and broad education without any lack of depth and quality in the presentation of individual disciplines?

It is suggested in this paper that teaching through the medium of radio and television can help to solve these problems. It can help in the first and second problems by allowing students (undergraduate, graduate and extension) to take part of their course at home each week. It can help solve the third problem by eliminating duplication of lectures when classes are too large. It can help solve the fourth and most difficult question by making available the great educators of today to the mass of students.

2. *The Nature of Radio Extension Courses*

. . . Apart from the courses having the character of "Entertainment plus" where there may or may not be notes supplied, the radio courses require carefully prepared notes to provide the visual communication channel. In general, these notes consist of diagrams, equations and references (the material that is normally shown on the blackboard except that labelling needs to be more thorough), and the student makes his own personal notes as the radio lecture progresses. It is clear that courses involving laboratory work or which hinge on a number of practical demonstrations of apparatus can not be treated in this way. However, it is estimated that over half of normal extension courses are suitable, or can be adapted, for radio transmission . . .

Some of the factors associated with the educational success of radio lectures have been listed:

(*a*) Elimination of noise: "Noise" is defined as any stimulus, visual, auditory, etc., not connected with the material of the message.
(*b*) Lecturer–Student relationship: By habit, the student gives his initial attention to the lecturer but holding this interest subsequently depends on the respect in which the Lecturer is held. Radio accentuates this.
(*c*) Intensity of stimulus: Auditory or visual stimuli must have sufficient volume or they function as "noise" and are distracting. For example, a poorly labelled diagram in the radio course notes.
(*d*) Involvement: A student's capacity for passive absorption is limited. The act of agreeing, or more particularly disagreeing, or seeing an application to a situation of one's own, is involvement and increases interest. Involvement tends to be reduced if audience response is not available, one member to another, and to the lecturer. The practice of the University of encouraging co-operative student listening groups helps to increase this to some extent.

Educational radio has its shortcomings but it also has advantages, e.g., radio usage generally appears to be actually increasing in situations where the listener is performing some mechanical task (requiring the use of the eyes and therefore excluding a television receiver). Advantage of this can be taken by educational radio to give, say, the housewife in her kitchen or the doctor in his car, a university extension type programme. This presupposes, of course, that the material presented does not require anything except the very occasional use of the printed notes . . .

Much has been written on the study of reading habits but very little on the nature of communication by listening. This is in spite of the fact that 45% of the communication time of an average person is spent listening and only 16% reading. Even less study still has been devoted to the efficiency of communication by listening in conjunction with carefully prepared diagrams which is the nature of a radio course. It is believed that for the mature student, this is a most effective way of learning.

3. *Educational Radio and Educational Television–A Comparison*

The Columbia Broadcasting System of America maintains that "T.V.'s principal objective is to serve the masses of the public rather than any specific group" except that "at times of day when audience groups are limited to specific age classifications . . ." This would appear to favour radio strongly for university type courses which are perforce to a specific group, and a small one at that. The University of New South Wales is able to broadcast cultural programmes in the evening at peak listening times when commercial stations and even the A.B.C. reject such programmes as unprofitable. On the other hand, the technical advances in electrical circuitry likely to be made in the future may well make the cost of transmitting and receiving television programmes comparable to that of radio today, and this would alter the situation completely . . .

In both media an outstanding teacher can reach more students than he otherwise could. Because of the larger class, more preparation can be put economically into an individual programme; for example, a panel of highly qualified people with expert assistants and advisors can be used for quite a short session. ETV has the advantage in teaching techniques–laboratory, surgical and industrial–but on the other hand, educational radio is very cheap. It seems that both have a part to play in the future, neither excluding the other.

4. *Examinable Courses by T.V. and Radio*

. . . Educational broadcasting at university level by its nature and application falls between the correspondence course and the typical university lecture course to a large class; it has been found by us that for teaching certain subject matter, it is superior to both. A recent survey made by the University of Wisconsin showed that correspondence students do at least as well as classroom students as far as the assimilation of subject matter is concerned. Again, tests conducted by the U.S. Navy's Special Devices Centre indicate that ETV classes are comparable to attended classes in efficiency for communicating information.

Against this, there is the undoubted truth that good education depends upon an intimate teacher–student relationship, a relationship which radio and TV destroy, in part at least. But so do the large classes of present day universities, and so will the lecturers of second quality which will have to be recruited in the next ten years if present trends in student enrolments and staff recruiting continue. Radio and TV teaching are not a panacea for the ills of universities but, used with integrity, they have a large part to play in making the really great education available to everyone on something like a personal basis.

5. *The Cost of Operating the University Radio and ETV Stations*

A lot of sentiment and caution has been associated with the application of using modern methods of communicating information in the area of university education; however, some very surprising results emerge even if we take a most conservative view of its possibilities . . .

(At this point a diagram–Figure 1–was inserted. Editor.)

It will be seen from Figure 1 that the cheapest communication medium for a small number of students in the class is a correspondence course. Although extensive notes are required, no producer is necessary at that level. Radio courses become the most economical of all media if there are more than eighty students taking the subject. Tape correspondence courses follow radio in cost very closely, except that for the larger numbers the postage on the cartons becomes a major item. The cost of correspondence courses using disc recordings . . . follows a similar pattern to that of taped lectures except that in this case the cost per student head of preparing discs for only a few students is very high indeed.

Two interesting features are revealed by this analysis. The first is that our modest u.h.f. television installation is quite feasible economically for continuous classes of over one hundred in number. The cost per head is even less than for correspondence courses if there are 300–400 students. The second feature of interest is the considerable expense of effective attended lectures. By an effective attended lecture is meant one in which the material presented can be heard and seen at least as well as it is in a properly produced radio course and which has the additional advantage that all major discussion and questions can be answered within the allotted time. It can be argued that this limits the class to a fixed maximum number. It is not important whether this number is assessed to be twenty students, as used in Figure 1, or, say, thirty students; the point is that there is such a number and, when it is exceeded, another lecture period must be paid for. This results in the saw tooth shape of the relevant curve in Figure 1. It will be seen that this is an expensive way of teaching large bodies of students and may even be impossible if teachers of the right ability in that discipline are not available.

6. *Lecture-tutorial Scheme*

A scheme of teaching a subject which we are proposing to use extensively and which has a middle-of-the-road flavour is to use a senior person, who is an authority in the subject to be taught, to prepare the mass media exposition of the subject while at regular intervals the students attend a tutorial class under tutors who use the material of the previous lectures and work under the guidance of the lecturer. These tutors may or may not be junior people, depending on the nature of the course work. However, a degree of inexperience can be tolerated in the tutorial supervision which would be undesirable in a lecturer responsible for designing a course.

It is now proposed to make an assessment of a desirable lecture-tutorial ratio from academic and economic criteria and then to compare the resulting scheme with other media of conveying educational material . . .

1. The "Radio + Tutorial" scheme is probably cheaper than attended lectures if there are more than twenty students–this is certainly so if the number of students in a course of study exceeds forty.

2. For a sizeable (but quite realistic) enrolment of 300 students and above, the cost of dealing with them through "Radio + Tutorial" is about one third of the cost of attended lectures.
3. If the enrolment is less than forty students, the "Radio + Tutorial" scheme is not very much more expensive than the straight radio lectures; approximately a 20 per cent increase in cost at its maximum value.

Figure 4 also shows the characteristic for the u.h.f.TV. lecture + tutorial scheme. Surprisingly this scheme is cheaper than that of effective attended lectures if there are more than 100 students and becomes comparable to the low cost of radio lectures + tutorial at 500 students enrolled in the course. The choice between radio and T.V. for these numbers would probably then be made on academic criteria rather than economic ones as each have advantages for different types of material; T.V. being a method of teaching most effective for the less mathematical subjects requiring frequent demonstrations.

From the academic point of view it can be argued that schemes such as the ones that have just been described involving radio or T.V. lectures with printed notes and other visual aids followed by tutorial periods are preferable to the scheme widely adopted by some overseas universities, of requiring the student to read a text or duplicated notes on his own, this to be followed by a tutorial based on the material read. It is suggested that the extra disciplinary effect of being at a certain place at a certain time to absorb the radio or T.V. lecture helps the student to get through a crowded work day.

7. *Conclusion*

The late Archbishop of Canterbury in 1950 saw a great danger in television instruction in the schools as driving a wedge between teacher and student. Apparently he had not the same reservations about radio in spite of the fact that broadcasts for schools had been operating for many years, or perhaps because of it. It appears that for centuries the same argument was applied against books; the student could only learn by being lectured at and open revolt resulted when books were first introduced. As another means of communication, educational radio and ETV fall into perspective; they are techniques which must be studied and learned but the essential things are still the student and the information which he absorbs.

* * * * * * *

TUTORLESS GROUPS

(*a*) C. R. Badger, from *Some Suggestions for Members of Box Groups* (University of Western Australia, 1938) pp. 1–8 and 12–14

(*b*) E. M. Higgins, from "The Discussion Group Scheme" in *Some Papers in Adult Education* (University of Sydney, 1955) pp. 72–86

(*a*)

Samuel Johnson, in his downright way, once said, "People have nowadays got a strange opinion that everything should be taught by lectures. Now, I cannot see that lectures can do so much good as reading the books from which the lectures are taken. I know nothing that can best be taught by lectures except where experiments are to be shown. You may teach chemistry by lectures. You might teach making of shoes by lectures." Johnson is probably right. As much or even more *can* be learned by reading as from hearing lectures but what the great Doctor failed to notice is that more often than not, failing the stimulus to study given by the lecturer, and still more by the atmosphere of learning in which lectures commonly take place, people will not take the trouble to read the books from which, we all agree, they could learn so much. The Box Scheme cannot provide you with lecturers on the topics discussed, but it tries to do the next best thing: to provide carefully selected books and to encourage group discussion of the topics they treat. It tries to bring together some of the best modern literature, the writings of keen and learned modern philosophers and thinkers, the best in music and art, to make it possible even for those far removed from cultural centres to keep in touch with the movement of the world's mind, to learn more and, by so doing, to live more fully.

Failing the lecture method, the Box Scheme endeavours to keep the best part of it, which is the idea of a shared, a social pursuit of knowledge. The solitary seeker will find his way arduous and frequently disappointing; to seek knowledge in common with others is certainly more delightful as it is almost always more successful. On this account, it is wise to keep the social aspect of the Box Scheme work well to the fore. Many groups do this by making their meetings as informal as possible. They appoint a series of hosts or hostesses in whose houses the group meets on the appointed days and they try to arrange wherever they can for discussion to be followed by, or to be divided up by, supper. If this is not possible some other way is sought by which convenient and comfortable quarters for meetings are obtained and the members club together to provide supper . . .

Should there be a leader for each group, or a chairman to guide the talk? It is impossible to be dogmatic on this point and the experience of other groups gives no sure indication. Where the members are much on a level, where there is no one who by special knowledge of the subject or by personal qualities is peculiarly marked out to lead, it is generally found advisable to have a succession of chairmen, elected or appointed informally for each meeting, having regard not only to the suitability of the person but to the subject to be discussed. On the whole, it is wise to have a chairman especially if one can be secured who can lead the discussion without too much appearance of doing so . . . One or two points, however, ought to be remembered by any chairman of a group. His function is not to do all the talking himself. If he can, by sympathetic questioning, bring out a diffident member, he has done well; if he can, by the judicious use of unperceived skill, damp down the ardour of a too insistent member he has done better. For in all discussions there are two perils; the first is that there should fall a deadly-tonguetied silence over the group, the second that one or other of the members should take the opportunity of making every evening an occasion for a ride on his favourite hobby horse. Only the chairman can save his group from these disasters.

He will need to know the subject a little better than the other members and this usually entails more preparation. If they read the book once, he should read it twice or thrice; it is very useful if he is able to open the discussion with a short statement of the main points at issue unless that task has been allotted to another member. One good chairman of a group which has been very successful generally drops in early, gets a few members together before all the others arrive and begins a conversation with them. Then as the others come in he leads this talk into the subject for the evening, without any formal break. I have known this to work very well and I have known an evening quite spoiled by the chairman breaking in on a jolly little talk and announcing, "Well, ladies and gentlemen, it is now time to come to the business of the evening," as if the business of the evening were not to talk together about the things which interest you!

I have mentioned the two bogies of discussion, the silent and the over-talkative member (I prefer the latter myself) but I am not able to be very helpful about the situation they create. Perhaps the best remedy is to keep the meetings informal. No one, not even the chairman, should be allowed to make a speech in good set terms. My sympathies are all with Queen Victoria, who once complained that a celebrated statesman addressed her as if she were a public meeting! The motto of the Box Group meetings ought to be "Abandon starch, all ye who enter here". It is better, I think, to drop even the "Mr. Chairman" mode of address and to promote by all means the atmosphere of cheerful, easy, civilized conversation. This is destroyed at once if speechifying is permitted, or if a stiff formal attitude is encouraged. Learning is a serious business but it is not solemn. The wisest men are generally as full of fun as an egg is of meat.

It is not a bad idea, though, to have one rule and that is to close the meeting at a definite time. Rules are naturally to be observed when it is convenient to observe them but this one it is wise to observe fairly strictly. Dr. Johnson (you may easily guess my favourite authors) said about John Wesley, "John Wesley's conversation is good but he is never at leisure. He is always obliged to go at a certain hour. This is very disagreeable to a man who loves to fold his legs and have his talk out at I do." Very well for Johnson, who had no settled occupation but for most of us talk will be the better for not being unduly prolonged. Two to two and a half hours steady going is enough, generally, though the extra half hour might well be granted on especially interesting topics but even then only with the full consent of the group. The interest of the group is best sustained by leaving each meeting stimulated and not exhausted.

While a good discussion group ought to aim at civilized conversation this is by no means to say that the discussion ought always to be good tempered or that a quick interchange of controversial ideas is to be avoided. Quite the contrary. The aim of a group is to discuss ideas and this involves, by its very nature, that there will be differences of opinion. It is to be hoped that the fiery members will be restrained from the worst excesses of controversial zeal, but short of stand-up fights and the smashing of crockery, it is good to have sincere argument even if this involves some heated exchanges and results occasionally in ruffled tempers. Knowledge is a serious pursuit, one cannot expect to seek it earnestly without losing one's temper now and then. People, we may depend, get angry only about what is really important to them; and it is a pity that they should be always completely calm and collected when they seek for wisdom . . .

On subjects like modern thought, modern international affairs, psychology, and to a less extent the drama, there is room for wide divergence of opinion and these subjects naturally lend themselves to the argumentative form of discussion. It is here that the proper reading of the books is important. We read for a number of reasons, chiefly perhaps to acquire information but mere information is not a good topic for conversation.

Either we know or we do not know the population of Western Australia, the name of its governor, the nature of its political institutions. On these points it is not wise to argue. One may so easily settle the point by an appeal to undisputed authority and argument, in default of accurate knowledge, can get you no further. Real discussion takes place about the interpretation of facts, about their relation to other facts, or about matters on which nothing is certainly known. Thus a very good argument may be started, on the basis of the known population of Western Australia, about whether it ought to be increased, or whether so much of it ought to be in Perth; or we may argue, if we please, about the character of the governor; we may also and doubtless do argue about the politics of the country, the wisdom or otherwise of the political institutions which we have. The first point, then, is to have the facts, the second is to see their bearing on other facts, to get our knowledge into some sort of system and not have it, as it were, floating around loose in our heads. This is the real purpose of discussion for in argument, in the interchange of ideas with others, though your knowledge may not grow very much, you are pretty sure to learn how to relate what you know in a clearer and more systematic way. Talk fixes ideas, it also clears out wrong or badly understood half-ideas. Having read a book and got a passable acquaintance with its facts the next step is to make them thoroughly at home in your head by seeing how they fit in with all your other bits of knowledge.

Let us try to get this point clear for it is very important. What surprises me most about my own mind and about others too, is that we can hold two ideas in our minds at the same time which are, if we could but be brought to see it, really contrary to each other. Yet we firmly believe them both to be true. Take the population point mentioned above. Many people do hold that there ought to be more people on the land and that big cities are somehow a parasitic growth, battening on the land workers. At the same time they will say that being on the land doesn't pay, that machine production and so on now makes it less necessary than ever to have many men doing one job and that, as the whole population is diminishing, there is less need for large food growing areas. They believe all these things to be true, and can easily find authority to support all of them. Yet, clearly, some of these points are inconsistent, they cannot be fitted together to prove the first point advanced. If there is a falling price for agricultural produce, if there is a tendency for machinery to replace men, we ought not to have a large population on the land and may expect to find more and more men in the cities. This sort of tangle can best be straightened out by argument and there is in fact no better way of doing it . . .

In concluding these notes which I hope may be of some use, I should like to say that the University of Western Australia is keenly interested in the success of the Box Scheme Groups and very anxious to see them extend and multiply. The founders of the Scheme had very clearly in mind what they wanted to achieve, the spread of knowledge and the quickening of life through learning. But it cannot be too often stressed that the getting of knowledge is a co-operative business demanding the co-operation of teacher and taught, and especially the interchange of opinions and a communion of minds between those employed in it. We, at the University, are very keen to know your opinions about the working of the Scheme, to receive suggestions and help about its extension and improvement.

(*b*)

As discussion courses are designed to be taken by groups which provide their own leadership, they cannot simply reproduce lectures which a tutor might deliver in person to a class. In a paper prepared some years ago for a conference of discussion group tutors, Professor J. A. Passmore maintained that the written material sent out to groups should be such as to arouse discussion which is at once vigorous, well-informed, relevant and advancing a group's knowledge of a subject. Most of the courses are as exacting in their intellectual demands on students as are tutorial class lectures, but they must be clearly related to things which a group can do for itself—the scrutiny of a novel or a picture, exercises in logic, or at least the systematic discussion of clearly comprehensible questions which grow out of the lecture material. A discussion course is satisfactory only if groups can see clearly what they are invited to do, and if what they are invited to do helps to develop the capacity of ordinary people to recognize and address themselves to plainly discussable issues.

Consolidation

Probably most of those who make up discussion groups are not "ordinary people". The 2,000 or so adults who, each year for the last ten years, have been members include a fairly high proportion with more than ordinary educational attainments. Last year there were only six groups in remote rural communities as distinct from country towns (although there were many more in small towns in which, for lack of a High School, there was no possibility of providing a tutor for a class). Even country town groups generally consist largely of "birds of passage"–school teachers, public servants, parsons and so on. The groups in out-lying suburbs of Sydney (52 out of 121 in 1954), mostly attract the same types of people as attend tutorial classes; because they find travelling to a class in a subject of their choice inconvenient, or because they enjoy the social atmosphere of an intimate circle, they prefer to work in a discussion group. Sometimes, too, they are a group formed from a class carrying on between class sessions.

Groups generally form themselves, on the initiative of one or two people who have come in touch either with a group in action or with the annual syllabus or with an occasional publicity reference in the press or on the radio. When they could find time, staff tutors have made brief "raids" into country districts, with the formation of discussion groups as one of their tasks. For four years, until lack of funds led to its abandonment, there was a regular monthly four-page bulletin for discussion groups. No way, however, has yet been found of enlisting the support of country organizations in sponsoring the scheme or incorporating it into their own programmes . . .

Carrying out the Scheme

The mechanical arrangements of the scheme are set out concisely in the syllabus as follows:

Groups receive the following services:

(1) Copies of the lectures for each member of the group, forwarded fortnightly in advance. These become the property of the members.

(2) The help of a corresponding tutor to deal with reports of discussions, answer any questions raised, and, wherever possible, visit the group.

(3) Books bearing on the subject studied, lent for the duration of the course; sets of books for literature and drama groups, records for music groups. (Supplied by the Adult Education Section of the Public Library of N.S.W.) . . .

Groups must:

(1) Meet regularly for discussion of the course.

(2) Take proper care of library books and other material forwarded for their use.

(3) Send regularly and promptly to the Department of Tutorial Classes reports of discussions to be dealt with by tutors.

(4) Keep proper records of attendance and library borrowings.

(5) Pay enrolment fees of 10/- per member per year and meet local expenses . . .

Guidance for Tutors

This is quite a complicated scheme to administer. One problem is to keep up the supply of courses. The programme needs constant freshening up; courses, particularly in the social and political field, quickly go out of date, not only in statistical details but also in the issues which they raise; the desire of many groups to go on from year to year in the one field makes it necessary to offer courses in as many aspects of a subject as possible, with some progression in complexity. But university teachers, on whom it is necessary to rely mostly for the writing of courses, do not always find it easy to think in terms of what is appropriate for discussion by a self-acting group; some provide neatly organized essays more readily than material selected for the purpose of leading up to clearly discussable questions, and some find it hard to avoid technical language.

Courses have to be edited, sometimes rather ruthlessly, to ensure that the material is presented in a form suitable for group study. Writers are given complete freedom of expression, on the principle that frank discussion of controversial issues can be fostered only when a tutor is free to maintain his own position and is personally responsible for the views he puts forward. As, however, the courses are issued in stencilled form to any adults who choose to form a group, special care is needed to ensure that conflicting views are stated clearly and unambiguously and that groups understand the conflict of principles involved . . .

In replying to group reports, as well as in writing courses, tutors are faced with subtle, unfamiliar problems. A servicing tutor is expected to be both a consultant, to whom a group looks when in difficulties with its course, and a trainer in discussion methods. In the former capacity, he may have to correct misunderstandings, explain obscure or unfamiliar ideas in the lectures, suggest sources of further factual information, or guide a group in further enquiry in directions where the course has aroused curiosity. As a trainer in discussion technique, he has to help a group make its discussions more purposeful and disciplined, and he is concerned, not only with the truth or falsity of the conclusions a group may reach, but also with the methods by which it has come to these conclusions. Since he depends on written reports for his knowledge of how a group is functioning, he must begin by teaching it how to present reports in a way that will enable him to reconstruct the life of a group meeting . . .

Educational Principles

One obvious test of progress, which has been remarked on by many tutors, is improvement in reporting—both in facility in writing (itself of the greatest importance for more exacting educational work) and in ability to state issues clearly. Another is reading; the task of digesting a written lecture every fortnight, finding matters to raise for discussion at the group meeting, can be a rigorous exercise in acquiring skill in the art of purposeful reading. No one would suggest that a student is likely to acquire new information as quickly in a discussion group as in a class, but when they are good, groups have some distinctive educational advantages of their own: members have the lecture notes in advance and also to keep for further use; private homes are more likely than classrooms to encourage confidence in expression; the fact that a group is small encourages every member to feel he has an active part to play and there is less temptation to sit back passively and absorb ideas uncritically; the task of reporting compels a group to keep its attention on the issues under discussion; leading a group is fine exercise for participation in public affairs, and co-operating with the leader is good practice in self-help and self-discipline.

The greatest difficulty is to find or train effective leaders for group discussion. Perhaps the department is remiss in not exploiting the alleged possibilities of the techniques of Group Dynamics; its guidance notes for leaders may be rather old-fashioned and uninspiring. It cannot be denied that some groups suffer either from too feeble or too strict leadership, and so tend either to "get nowhere" or to sulk. There have been too many cases where, for lack of leadership, meetings have degenerated into pointless wrangling or uncritical swallowing of everything the tutor has to say. Some people are saying that it is too much to expect any layman to lead a self-acting group, with all its problems of inexperience, unfamiliarity with the techniques of study, educational inequalities between members, and so on. They are therefore, proposing that discussion group leadership should be put on a semi-professional basis, with local leaders engaged, because of their greater knowledge of the subjects studied, to act almost as "dilutee" tutors. If, as is also proposed, the Discussion Course syllabus is to be extended to courses in applied science for farmers, there might be a strong case for some such step as this, as expert instruction on the spot is indispensable in such cases, but it would probably have a deplorable effect on group work in "discussable" subjects. Not only would it cut across relations between a group and its servicing tutor, who is interested in developing the group's general capacity to recognize and deal with issues, but it would destroy group democracy and run away from the problem of helping groups find their own leaders . . .

Probably discussion groups have got most of their vitality from the fact that they provide opportunities for social as well as purely educational activity; one type of interest reinforces the other and in many cases seems to require the backing of the other. Sometimes this activity spreads directly into the community, as in the case of two pre-school kindergartens in a country town which were formed on the initiative of mothers who had first come together in a Child Study discussion group.

An Educational Force

Because of its great flexibility, which enables it to be adapted to meet the needs of people in all sorts of circumstances and localities, the Discussion Group Scheme has come to mean something very real to many people. It has not turned out many "learned" people, but it has done much to give a significant minority an opportunity of developing their powers of reflection and discrimination, to help raise the general level of public taste, to quicken public interest in ideas, to provide valuable experience in the management of small groups, and to stimulate communities into taking co-operative action for the purpose of making greater use of the resources of modern knowledge. Even if we cut by more than half the number of enrolments to take account of the fact that many have taken several courses, at least 12,000 people have, at one time or another, belonged to discussion groups working with the Department . . .

One thing, we may claim, has been established: the Discussion Group Scheme is not, and will not be, a means of pumping information into people and supplying them with glib answers. It is a carefully designed instrument for arousing and developing adult interest in the liberal studies and for training in the art of independent thinking, designed to meet the needs of small, informal groups wherever they may be.

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"UNIVERSITY TUTORIAL CLASSES"

(*a*) in Victoria (sources as quoted)
(*b*) in New South Wales. J. W. Allsop, from "Three-year Courses at Sydney", in *Australian Journal of Adult Education,* December 1966
(*c*) in New South Wales. J. W. Allsop, from a paper to the 1969 conference of the Australian Association of Adult Education

See also Chapter Four (Hammer) and Davern, p. 86.

(*a*)

The method as James Barrett heard it expounded

The University Tutorial class consists of thirty adult men and women, pledged to study for three years, and not to miss a single attendance from other than avoidable causes, and to write twelve essays in connection with each of the three sessions of twenty-four lessons each; together with one tutor, who must be a fine scholar, and whose main business in life is the development of the subject with which he deals.
(From Albert Mansbridge's 1912 address to the Congress of Empire Universities, reprinted in *Kingdom of the Mind* (London, 1944) p. 28)

So remarkable have the results of this association been that working-men potters have sent in papers of first-class honours standard at Oxford, thereby surpassing the work of the ordinary undergraduates.
(From Barrett's Report of the 1912 Congress to the Chancellor, reprinted in *Twin Ideals* (London, 1918) p. 150)

The only six successful U.T.C's in Victoria

1. Trades Hall 1914 to 1916
   Economics: Tutor E. C. W. Kelly (Minutes, University Extension Board, 22 March 1916)
2. Railways Institute 1917 to 1919
   Economics: Tutor E. C. W. Kelly (Annual Report, W.E.A., 1920)
3. "Malvern" 1918 to 1920
   Economics: Tutor M. Atkinson (Annual Report, W.E.A., 1920)
4. "City 3" 1918 to 1920
   Economics: Tutor M. Atkinson (Annual Report, W.E.A., 1920)
5. "City 4" 1918 to 1920
   English Literature: Tutor A. T. Strong (Annual Report, W.E.A., 1920)
6. "City 5" 1918 to 1920
   English Literature: Tutor E. Derham (Annual Report, W.E.A., 1920)

The method proves unwieldy in Victoria

Tutorial Classes. It was resolved that Classes be formed for one (1) year. (Minutes, Council of the W.E.A., 23 March 1917)

The original scheme, under which each student was to undertake to perform a three years' course of study, involving systematic work in essay writing as well as regular attendance at lectures and discussions, has apparently broken down. ("Registrar's Report on the W.E.A.", in Minutes, Council of the W.E.A., 20 January 1926)

This situation has arisen from a confusion of tutorial classes of University standard with the one-year, non-University classes run usually by the W.E.A. alone . . . When the tutorial classes movement began it was definitely recognized that there were two types of classes to be kept distinct. In Victoria these two have been confused. (Memorandum by J. A. Gunn, in Minutes, University Extension Board, 17 May 1926)

A final trial in Victoria

After the 1939 Federal Conference of the W.E.A. restated the characteristics of Tutorial Classes (Annual Report, W.E.A. of Victoria, 1939) C. R. Badger organized five for 1940, but the students would not re-enrol for 1941. (Minutes, Joint Committee, 16 November 1939, 21 September 1940, 26 October 1940)

(*b*)

Three-year courses for adult students are nothing new in extra-mural work at the University of Sydney, though their *raison d'etre* has changed with changing times. When the Department of Tutorial Classes was first established in 1913, it adopted the contemporary English practice of requiring students to pledge themselves to attend classes in their chosen subject for 24 meetings in each of three successive years, to provide written explanations for absences and to present 12 pieces of written work per year. While the statistical column for "satisfactory essay work" was very soon deleted from Annual Reports (1919) and that for "resignations" soon afterwards (1922), complete commitment and substantial written work were required of all students between the two world wars.

Though one-year "Child-Study" classes were organized as early as 1919 because of "(1) the need of utilizing the services of the tutor (Miss Benjamin) as widely as possible, and (2) the nature of the subject", students were still expected to undertake a three years' course, "the work of the second and third years . . . (being) largely of a psychological character, which the Committee felt would be more profitably done in specific psychology classes" (1919 Annual Report). Fifteen years later, the Annual Report though noting that a number of metropolitan and country classes had had to be discontinued because of either insufficient student numbers or transfers of tutors, made it quite clear that "further endeavours must be made to ensure that Classes continue for a full three years' course" (1934).

However, that urgent desire for social change so fundamental to the success of the tutorial class movement and its three-year classes in urban industrial England (and there is little dispute about this) did not have the same force in the entirely differently constituted Australian society and the same strong motivations for rigorous study did not prevail among Australian-born students. Differences in class structure as well as in social environment, the effects of two world wars, the changed world of post-World War II—for these and other reasons, the classic three-year tutorial class did not persist as a strong and viable teaching method in Australian adult education. Certainly classes continued to study subjects for three years under the University of Sydney's auspices, but subject matter was not always as systematically developed as was (and still is) the case in England and new students were frequently admitted in the second and third years.

Greatly expanded formal school education provisions, changing concepts throughout the Western world on the nature and scope of Adult Education and the 1964 reconstruction of the old Department of Tutorial Classes as a Department of Adult Education under a new Director presented a fresh opportunity for Sydney University again to make available for all those in the outside community who could profit from them, courses involving intensive study of a subject over an extended period of time.

(*c*)

Preliminaries

During 1965 staff discussions took place in Sydney University's Department of Adult Education on a proposal to make future provision for a number of three-year classes in the metropolitan class programme. Classes of this length had been originally provided by the earlier Department of Tutorial Classes so that some members of the staff welcomed the suggestion as a return to basic purposes while others were attracted by the opening up of possibilities for more serious study and written work than was currently being obtained from all but exceptional students. The Director, personally, was also favourably inclined because of his belief that organized knowledge of a subject can be built up only over an extended period of serious study . . .

Implementation

Eventually six subject areas were selected (Ancient History, Economics, English Literature, Philosophy, Political Science and Psychology) and appropriate courses in these fields of study devised. A seventh course of "integrated studies" was also developed under the heading of "The Evolution of Western Civilization since 1500" to weave together various aspects of History, Literature, Philosophy, Scientific Method and the Fine Arts. Each course was arranged to extend over three years of study with at least twenty-five weekly two-hourly class meetings per year (the "integrated" course was to meet twice weekly) and to involve between four and six hours additional weekly individual private study for prescribed reading, written assignments and other requirements of the tutor . . .

Response

The flood of enrolment applications and enquiries was totally beyond wildest expectations. Even when some sorting out had taken place and multiple enrolments from individuals reduced to one class per person, it was quite clear that prospective classes would be impossibly large and that the tutors already engaged for them would have no chance of meeting the demands on their time for the correction of written assignments and other class activities. Consequently additional classes were arranged for all courses except the one on integrated studies and additional tutors were hurriedly sought . . .

Attendances

Initial class attendances were somewhat less than the number of enrolments approved, no doubt due partly to the necessity to direct more than half the students to nights and times other than those originally advertised. The official enrolment (those attending three or more meetings) is taken to be 331–140 men and 191 women. Of these, 216 students (65%) attended for 60% or more of the first year's class meetings and 76 (23%) completed the full three years of study. Ancient History and English Literature were the two classes with the best records of continued class attendance whilst the fall-out in Political Science was disastrous. The other four classes clustered together with just under 25% of their originally enrolled students effective in the third year.

	1966	1967	1968
Ancient History 2 Classes	41	21	14
Economics 2 Classes	44	19	10
English Literature 2 Classes	61	31	20
Philosophy 2 Classes	39	11	9
Political Science 2 Classes	48	15	3
Psychology 3 Classes	75	29	18
Western Civilization 1 Class	23	9	4
	331	135	78

Some attempt has been made to follow up those who enrolled but did not pursue their studies and a questionnaire has been sent out regularly seeking reasons for discontinuance. Of the 33% who attended ten or fewer class meetings in the first year, the majority of replies received indicated (as might be expected) either misunderstanding of or dissatisfaction with the course content and allied factors. A majority of those who discontinued in later years have given as their reasons job pressures and absences from the city because of job demands. Domestic reasons seem to be another major cause, with the dropout of some women associated with vocational demands on their husbands.

Sex

Of the original 331 enrolments, 140 were men, 96 single women and 95 married women. In the third year (1968), figures were 33, 19 and 35 respectively, married women thus showing the highest rate of persistence (37%). Job demands on men and the age-groupings of single women explain to some degree this change in ratios over the three years.

Age-groupings

A breakdown of 1966 age-groupings reveals a clear weighting in the under 40 age-groups (74%), the greatest number of students falling into the 21–30 years age bracket. On the whole the over 40's stayed the distance better, particularly the men, and this finding, of course, should be related to vocational and social interests and demands on younger age-groups.

Education

As can be expected from the general age of students and the history of compulsory schooling in N.S.W., the number of students with only a primary school education was very small and such people tended to be in the upper age-groups. Almost 60% of all students had reached Leaving Certificate or Matriculation level, the only subject with a majority of enrolled students of less than this level being Psychology. The completion of secondary schooling by so many is emphasized by their subsequent educational history. Just on 30% recorded attendance at tertiary institutions (32 had gained degrees and 21 diplomas), and there were 45 other students with high professional qualifications. Only 62 gave no indication of any post-school education and since 28 of these were under 21, it seems clear that fears regarding the exhaustion of potential for such classes may have been unfounded. It is a well established fact that the higher the level of education, the greater the demand for further education.

Occupation

The majority of students, needless to say, were employed full-time, less than 20% indicating that they were not gainfully employed. These were almost entirely married women (17%) and it is interesting to note that about one-third of all married women were in some sort of employment. Professional occupations accounted for 24% of all students and clerical jobs 25%. Sales and advertising and Executives, Administrative and Managerial categories accounted for 9% and 8% respectively.

Comparisons with later years

While it would be erroneous to try to make valid comparisons with succeeding first year enrolments because of differences in subjects offered, times of meeting and other variables, the following figures may be of interest:

Classification	1966			1967			1968		
	M.	F.	T.	M.	F.	T.	M.	F.	T.
Enrolments	140	191	331	132	204	336	110	114	224
Married Women		95			84			64	
Known age-groupings:									
Under 40	99	145	244	86	156	242	69	85	154
Over 40	31	36	67	40	45	95	36	20	56
Known schooling:									
Less than L.C.			129			142			96
L.C. and/or Matric.			183			197			126
Tertiary studies			90			64			40
Other professional qualifications			45			67			45
Given occupations:									
Professional			81			82			45
Exec. Man. Adm.			27			38			32
Clerical			83			102			53
Sales Adv.			31			26			25
Trades			12			16			10
H.D.			56			34			24

Appraisal

. . . Part-time tutors who have made considered comment are appreciative of the opportunity of doing some "real work" with adult students and with the responses that they are getting. As one Psychology tutor remarked, the difference from the usual "blotting-paper" type of class is almost too good to be true. Without exception all agree that the quality of class participation is on the whole higher than that achieved in most undergraduate seminars while a large part of the written work of the later years stands up well in comparison with that of the normal pass student. A few papers of exceptional standard have been received and some interesting pieces of original research submitted. A worthwhile contribution in interpretation by a photogrammatist has probably been made in the field of Ancient History.

The general conclusion of those students who completed the first three years of study is that it was all worthwhile and that they would do it all over again, given the choice. Almost without exception they reported changes in modes of thinking and widening of viewpoints.

General conclusions

1. There appears to be considerable interest among certain sections of the community in continuing education in liberal studies.
2. Men and women in most age-groups seem to be willing to undertake the considerable demands on their private lives of a prolonged period of intensive study at University level of subjects that interest them.
3. There are enough of such people at present to justify programmes similar to the one under review.
4. Students for this type of class are likely to have a higher than average degree of previous educational achievement. As the number of young people who complete formal secondary schooling continues to grow numerically, their demands on University adult education facilities are likely to increase.
5. In the transition from compulsory to voluntary educational activity, the absence of sanctions often leads to commitment without sufficient responsibility.

6. Most courses should be devised more with the graduate and the professional person from other disciplines or related occupations in mind than the person of limited formal education.
7. There would seem to be advantages in closer collaboration in framing courses between staff tutors experienced in adult education and part-time tutors more used to undergraduate teaching so that courses are not just pale replicas of undergraduate ones.
8. More attention should be paid to the relevance of topics discussed and to the interdisciplinary approach while bearing in mind continuously the basic functions of University teaching.

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WRITTEN WORK

H. D. Black, from "How Do I Get Written Work from my Tutorial Class", a paper to the Sydney Tutors' Association, 1939

1. These few wrinkles are in the nature of a confession. They concern my methods of screwing lines out of reluctant students. They may be of some value to you. But I make no great claims for their value. I set them down without regard to order or importance.
2. First, a word as to the objectives I hope to secure by persuading students into penmanship.
(i) It promotes clarity of thought. I assume that an idea is not comprehended until it can be intelligibly communicated or written. If you can't write it, you don't know it–that's the burden of my song to the student. I settle class feuds by letting them have their head, and then compelling (heil!) them to write their case out–to clarify their view of the issue. I say: "I don't get you–write your version down, and I'll umpire the dispute next evening". Sometimes I write my own view, briefly, distribute it, seeing to it that a margin of paper remains for them to write further criticisms of me, and so on–*ad infinitum*; *et voila,* an essay!
(ii) It may overcome verbal shyness. Use it for this purpose on the silent ones.
(iii) You can capitalize on the view that written work is valuable in itself–i.e., encourage the students to build up a file of written notes–in a folder.
(iv) Writing arouses needs for information–it is an aid to stimulate more reading, and more reading in turn stimulates writing.
3. *Now a word or two about devices*
(i) Leave a blank space at the end of each synopsis or attach a sheet, for notes or comments by the students. Ask for these regularly–and keep a follow-up on the slack ones. When you get a few lines, make them the basis for a brief personal discussion before or after the meeting, in order to induce the student to expand the note, based on further suggested reading.
(ii) Read out for class discussion good notes–a meed of praise in subdued key is advisable to stimulate similar work, or to open a discussion.
(iii) Place always on your synopsis, not necessarily at the end, a few questions, brightly and not formally worded, to elicit written replies.
(iv) Have your students write a brief review of a chapter or passage in any book (not necessarily one in the library). Keep a folder of these in the library–and stimulate an interest by the students in these class reviews, thereby building up a file of written work on each book in the library. You must watch your class-reading for this device to work.
(v) Hand a news cutting, which bears on a class issue, to some individual and ask him to write a note on it, for a general reading to the class.

If possible, hand them a written passage that the tutor himself has come across–for the same treatment.
Where students disagree with the written view in the cutting, ask for more written work from them.
Set aside as often as possible, ten minutes in each meeting to a consideration of written submissions.

(vi) Discussion of the discussion. This is a device which needs care in planning, practice and co-operation of the students. Secure their agreement to split the class in two–one to listen to twenty minutes of lecture and then to discuss it–while the others note down the points when irrelevancy occurred, or when "witch words" were dragged in to settle an issue; and then reverse the roles of the two wholes of the class. Then ask for a written estimate of the experiment.
(vii) I use a questionnaire–a list of questions, some capable of yes-no answers, others of brief answers, and some questions should be capable of written elaboration. Answer each completed questionnaire–ask why certain answers were given, for a written statement of evidence on this view or that, discuss good answers, and generally speaking, work the class from short written sentences into the habit of longer written submissions.

(viii) If you are teaching a political subject–e.g. International Affairs–have your class write out what they think the speech of an important person will deal with–e.g. Eden to the House of Commons; or the explanations offered for a policy–e.g. Chou En-lai.

(ix) There is no need to aim at an essay always. I am content with five or ten lines to start with.

(x) Put on your synopsis a few opposed views on an issue, and ask for a written defence or criticism of either view. Have the views selected if possible from living persons with whom the class is familiar, in the sense that they know of his existence and characteristic views.

(xi) Give your students an introduction to some person or other who may have special views or information on an issue. Have the student prepare a written statement of his interview about some relevant matter concerning the class, for submission to the discussion.

(xii) Ask students to collect examples of "stereotypes" or "witch words" used by yourself, himself, other students, other persons, e.g. "the battle of trade", "national honour", "national instinct", "class interest", "political wisdom", etc. There may be other words in other sciences. Get the students to write on some issue, avoiding any of these words.

(xiii) All these devices require the tutor to make a personal approach to each student–not "I'd like the class to write about this or that", but go and talk to Jones or Mary before and after the class, and cajole them into penning a line to you.

4. *Costs and benefits*

(i) You can use the pen to overcome the shy, and also the overtalkative.

(ii) You can use written work to interest the bored ones who think the discussion is off the rails and who think they could write it all down in a few sentences.

(iii) You can overdo it–remember many students have few leisure hours to devote to writing.

(iv) Be careful not to be over-critical of grammatical errors. It is the substance you are seeking.

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Chapter Four: Standards

Brief lives

BOARD, Peter, 1859 to 1945, was Director of Education, New South Wales, from 1905 to 1922, and an ally of STEWART in the foundation of the Tutorial Classes scheme.

CUNNINGHAM, Kenneth Stewart, born in 1890 at Sebastopol (Ballarat), was educated at Melbourne and Columbia Universities. From 1920 to 1930 he was Lecturer at Melbourne Teachers' College and Melbourne University, from which positions he became Director of the Australian Council of Educational Research (1930 to 1954). He has written widely.

EDDY: See Chapter Two.

ELLIOTT, Walter John, 1866 to 1936, an Englishman, was brought to New South Wales in 1912 as Inspector in the Education Department. As Chief Inspector of Secondary Schools he was very helpful to PORTUS.

HUDSON, James John, 1893 to 1946, a teacher in the New South Wales Education Department, was a part-time tutor in literature for PORTUS at Dubbo 1918, Sydney 1924, and Broken Hill 1930.

HAMMER, Alfred Gordon, born 1914, was educated at the University of Sydney. In 1937 he became a Lecturer at the Teachers' College. In 1942 he joined the Army Psychology section. In 1945 he became a Lecturer in the University and, in 1960, Associate Professor. Since 1964 he has been Professor of Applied Psychology, University of New South Wales.

MARTIN, Reginald Thomas, was born in 1916 in Sydney, and educated at the University there. In 1946 he held an A.C.E.R. scholarship for research into adult education, and in 1947 presented his report to DUNCAN's department. A part-time tutor in psychology under Duncan, he eventually became, in 1961, Professor of Clinical Psychology, University of New South Wales.

PORTUS: See Chapter One: Section One

TUBBS, Hedley Arnold, Lecturer in Classics, became the second honorary Secretary to the Extension Board, University of Melbourne, in 1892. Keeping the mid-day hour "sacred to Extension", he wrote over 600 letters a year for the Board. In 1894 he became Professor of Classics at Auckland, New Zealand.

WILSON: See Chapter Three

Commentary

All the readings on standards were written by on-campus adult educators. In view of the Martin Report test (Chapter One: Section Three commentary), this may well be due to the pressure of general university attitudes. Hammer's statement that "the requirements of subject matter take precedence over the 'irrelevant' interests of the students" is pure Intellectualism. Duncan, however, did maintain that in some adult education methods universities "try to apply irrelevant academic attitudes" (Chapter One: Section Four).

Cunningham floods the problem with light, with his four-way analysis of the concept of standards. Eddy and Hammer, advertising an "expectation of serious work", and the Melbourne U.E.B. all appealed to the level-of-difficulty argument: that in some learning "one stage . . . depends on a previous one". The U.E.B. again, in talking about "University work of the first year", appealed to the level-of-expectation argument: here was "a hurdle . . . a line of demarcation between those who will 'pass' and those who will 'fail'". Martin and Hammer, in their attempt to "determine, by psychological methods, prospective members' aptitude for study", appealed to the last argument, the need to reduce "the gap between performance and potentiality" in individual learners. One argument is missing; there are no statistical norms for adult learning.

Cunningham's analysis offers no comment on one major attempt to show that standards were being maintained in adult education—that of pointing to the teachers/teaching. The U.E.B. finally settled for this argument, in the aspect of "university teaching"; Portus's Joint Committee insisted on tutors having "honour degrees"; and Crowley has also embraced it (Chapter One: Section Three).

Cunningham maintained "that we must give first priority to establishing objectives"; if we were to do so, then logically evaluation of standards would be easier.

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FOUR USES OF THE WORD

K. S. Cunningham, from "Standards", in *Australian Journal of Education*, March 1966, pp. 1–6.

There is possibly no term which occurs more frequently in educational discussion than the term "standards". Indeed, from much that is said, or even more, what is not said, it might be assumed both that the term itself is self-defining, and that "the raising of standards" is the guiding star by which all educational effort is to be judged.

I wish to present the view that without careful analysis of the concept of standards, and discriminating use of the term, there is danger that "the raising of standards" will become a mere shibboleth, one, too, capable of causing damage to what most of us would accept as fundamental educational values.

It is difficult to understand why the term "standards" has been so much taken for granted in general educational literature. In the specialized literature on measurement in education there is much that is relevant to the matter under discussion. But, as can so readily happen, this literature has become so technical that the educationist who is not a specialist is left standing out in the cold. It may be that a small contribution to the needed rapprochement between the specialist and the generalist–for one feels that there are "faults" on both sides–can be achieved by getting right down to definitions.

Education can scarcely hope to achieve respectability amongst the social sciences while some of the terms on which it heavily relies are shot through with uncertainties and ambiguities. Although the human sciences cannot ignore problems of value as can the physical sciences the two great branches of knowledge share common principles. Outstanding amongst these is the need for achieving the greatest possible objectivity when it comes to setting up criteria or standards.

One special difficulty faced by education is the "feed back" effect which methods of assessing standards can have on the educational process itself. Whether intended or not, indeed whether realized or not, these methods often go a long way towards determining priorities amongst educational objectives. It is as if the physicist in measuring the temperature of a liquid altered it significantly by inserting his thermometer.

In this article I propose to argue, first, that the term "standards" as used in education, though normally assumed to be unambiguous, has four distinguishable meanings. Second, that the confusion thus caused is added to by the fact that the criteria used or assumed in the setting up of standards are frequently undefined. Third, that with the inevitable competition between possible goals of educational effort it is essential to attempt to answer the question "Standards in what?" Finally, I shall briefly indicate reasons for believing that unless the foregoing issues are squarely faced our attempts to raise standards may have results very different from those desired.

We shall take up in turn each of the four possible senses in which the term "standard" appears to be used. I shall give them labels (*a*) level of difficulty, (*b*) level of expectation, (*c*) level of performance, (*d*) performance in relation to potentiality.

Level of Difficulty

It is not uncommon for the term standard to be used as if synonymous with level of difficulty, and in this sense inherent in the subject matter in question. Thus work at the tertiary level of education is of a "higher standard" than work at the secondary level, long division is at a "lower standard" than calculus, and so on.

The use of the word standard in this sense is innocent enough if all that we mean is that one stage or topic of learning depends on a preceding one. The situation becomes less happy if we try to cross the boundary lines of subject matter and say that one subject is of a higher standard than another just because (for most people) it is more difficult to make progress in it. Thus it would seem unjustified to say that the Chinese language is of a higher standard than Esperanto, or to make a similar comparison between algebra and typing. On the whole the use of the word standard in this first sense does not get us very far because, after all, "difficulty" must be "difficulty for someone".

Level of Expectation

Here the term standard is used for some particular score or level adopted as a criterion, a goal, or a hurdle. Linguistically this may be the most central meaning of the term. It is common to speak of "setting" a standard whether for an individual or a group. The process has its clearest expression (perhaps its crudest too) in deciding on a line of demarcation between those who will "pass" and those who will "fail".

In this connotation "raising the standard" can refer to a wide range of situations. It may consist of expecting the student to master more material in a given time, or at an earlier age. It may call for increased use of "higher" mental processes such as ability to think for oneself. At the other extreme it is used in the situation in which there is retrospective application of a new level—such as deciding to raise the pass mark for a completed set of examination papers from 50% to 55% of total possible score. (What has been achieved by such a "raising of standard" remains to be answered.)

Level of Performance

In this sense the term is factual in connotation. A teacher might say: "Johnny has attained a higher standard in mathematics this term than he did last term"; or "I have a good class this year and I expect the standard at the end of the year to be higher than usual". A test is stardardized when through trial on a proper sample of pupils we can make a reasonable prediction of the typical (or mid) score of the total population of pupils of the same age or same stage of learning, as well as of the proportion of pupils who will reach or exceed other scores in the total range. To adopt the mid-score or some other point as a goal or level of expectation for all comparable pupils is a further step and carries us back to our second meaning. Such scores become "norms".

Performance in Relation to Potentiality

It is not uncommon for a teacher to say: "You could do much better if you tried"; or "This pupil might have a higher performance if home conditions were more favourable". It may not be common usage to employ the term standard to refer to the gap between performance and potentiality, though it sometimes seems to be implied. In such a usage the higher the standard the smaller becomes the gap between each student's capacities and his attainment. Assuming we are pursuing desirable aims in our educational efforts the raising of standards in this sense is a wholly admirable goal. It is impossible to raise them too high. It will be noted that because of its essential reference to the individual learner we have come full circle from the first meaning of standards which makes little or no reference to the learner.

The second and the third of the meanings listed above are the ones most likely to give rise to ambiguity. It is undoubtedly possible to raise the level of performance attained by an individual student or by a group beyond what it would otherwise have been at a stated time. Better teaching methods, new teaching aids, improved incentives can all play their part. Unfortunately present language usage allows us, as indicated in our second meaning, to use the same phrase when all that has happened (apart from "side effects" to which we will refer later) has been that the hurdle has been raised so that a smaller proportion of students will "make the grade".

In practice this confusion of meanings is compounded by the well-known uncertainties of the examining process itself. Most tests are not standardized. Thus when there is a different pass rate in a given subject in different years we cannot be certain whether to attribute the change to an alteration in the quality of student performance, to an uncontrolled variation in the difficulty of the examination or its marking, or to both. (The other possibility, that of a change in the constitution of the student body, we will touch on presently.) . . .

It is the exception rather than the rule for those who talk about standards to be explicit about the criteria used or assumed in their establishment. There is always an implicit reference to the performance of a group (except in the fourth of the meanings we have listed), but the constitution of the group may itself have changed. This point can well be illustrated from the field of secondary education. Fifty years ago when attendance at secondary schools was of a selective character the average attainment of fourteen or fifteen year olds on some formal school subjects might have been higher than it is in these days of secondary education for all. (So far as I know there is little reliable evidence on the matter). However, even if such a decline were established, it seems scarcely justified to speak without qualification of a lowering of standards in its sense of a lower level of performance, if it is true, as it might well be, that the average performance of those of today's pupils who would have secured selection under the old conditions is higher than was that of their counterparts of fifty years ago.

It must further be noted that as we move up the educational ladder the criteria change not only in this aspect (i.e. comparing the individual with a complete population as contrasted with a selected sample of the population) but also in the weight given to the factor of age. A performance or attainment regarded as a very high "standard" for a seven-year old might have to be regarded as a very low "standard" for a fourteen year old. At the tertiary stage of education the age factor drops out of the picture–though we might still have to consider the number of years a subject has been under study. We can venture the generalisation that, on the whole, precocity is a good sign and retardation a bad one; but we do not know enough about the factor of maturation, the varying responses of pupils to improved conditions of learning and of living, whether educational growth rates are uniform and so on, to warrant any belief that we can reach down into the early stages of the school to "pick our winners" with certainty.

In a correspondence on standards which appeared in the Melbourne *Age* over a year ago one contributor claimed that university standards differed from school standards in that they were "absolute". University standards may not be relative to age, but I can see no other justification for calling them absolute. Criteria are still implied. Such criteria might be the typical performance of students who have specialized in a given field of knowledge for a stated time. They might be based on world-wide rather than local comparisons, they might place increasing emphasis on ability to add to the sum total of human knowledge. The concept of standards is always relevant to definable criteria such as these and to the proportion of individuals who can reach similar levels of attainment in them. An Einstein is an Einstein just because he is so rare.

It seems often to be assumed that the only standards we need worry about are those measured by the examinations conducted by authorized bodies. This appears to me to be a dangerous and unwarranted assumption.

A full discussion would take us too far afield. But if it is true that the examination thermometer itself affects what we are seeking to measure (e.g. if the passing of examinations becomes an end in itself) it becomes a matter of great importance to decide what our major educational objectives are or what they ought to be. Certainly ease of assessment is not a satisfactory criterion. It is out of the question to expect agreement on a full list of priorities. However, if we are prepared to agree that all-round development is a useful guiding principle, especially in the primary and secondary stages, it must be further agreed that many important outcomes of education elude the usual examination mesh. We shall return in greater detail to the cognitive field, but outside this there are muscular and bodily skills, development of aesthetic capacity, establishment of useful interests and acceptable attitudes towards ourselves and to the social environment that sustains us. No matter what examinations have been passed the school has failed in its most important task if the pupil leaves without enthusiasm for gaining further understanding of the world in which he lives and some knowledge of how to go about it. Again, the preoccupation of schools with preparing pupils for examinations in the formal school subjects is surely related to the relative neglect of special interests and capacities in aesthetic or practical fields. It might not be so if the concept of standards embraced such matters and if it were applied to judge the work of schools or of pupils in the fourth of the senses differentiated earlier.

Enough has been said to show that there is a link between "standards" and educational objectives. It is inevitable that there should be. The burden of my argument is that we must give first priority to establishing objectives and ensure that this priority is not interfered with by the mechanics used for assessing standards or by the greater ease of gauging standards in some directions rather than others.

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LEVELS FOR LEARNER ENTRANCE AND EXIT; AND UNIVERSITY TEACHING LEVEL

University Extension Board, University of Melbourne, 1891–1913; sources as quoted

Entry Level of Students

The Extension Movement is intended to supply the wants of that large body of persons, men and women–neither children nor specialists–who constitute the great bulk of the intelligent and influential members of the community. Many of these persons have received a good school education but have been prevented by the claims of business from following up their studies. Many, again, have never had the advantage of a good school education. (Inaugural Leaflet, June 1891)

Exit Level of Students

Each student will have the right, if he pleases, upon payment of a small fee, to be examined at the end of the course, and to receive a certificate from the Board stating the result of such examination. (Inaugural Leaflet, June 1891)

No numerical standard has been fixed: the test is comparison with the University work of the first year. (Letter-book, Secretary, H. A. Tubbs of U.E.B. to Bendigo Centre, 20 October 1892.)

Roughly, a "pass with distinction" would be awarded for work of the level of First Year Arts: a "pass" for work a little below that standard. (Letter-book, Tubbs to J. P. Wilson, Presbyterian Ladies' College, 25 November 1892.)

Level of Teaching

University Extension aims at bringing University teaching within the reach of everyone interested in intellectual pursuits. There is a large and constantly increasing number of people who, while engaged in various occupations, wish to devote some of their time to systematic reading and study. ("Aim" in U.E.B. Annual Reports, 1895 to 1908).

The aim of University Extension is to bring within the reach of everyone teaching of the scope and standard of University teaching. ("Aim", U.E.B. Annual Report, 1910)

The aim of University Extension is to provide teaching which, though limited in its compass, may approach as nearly as possible the scope and standard of that given at the University. ("Aim", U.E.B. Annual Report, 1912 to 1914.)

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QUALIFICATIONS OF UNIVERSITY TEACHERS

G. V. Portus, from *Happy Highways* (Melbourne, 1953) pp. 181–4

The staffing of country classes would have been quite impossible without the help of the Department of Education, and, especially, of W. J. Elliott, the Chief Inspector of Secondary Schools. His contribution to adult education in New South Wales was considerable, but no one ever hears it mentioned nowadays. Towards the end of each year I used to trot down to Elliott's office and spend an afternoon explaining to him in what places we would like our tutors left, and what fresh country towns we proposed to attack. If he contemplated moving any of his high school masters, he was always willing to discuss replacing them with someone qualified to do our work. I often wonder what some of the high school teachers of that day would have said if they had known how their destinies were plotted and settled for the next two or three years in that office on those hot December afternoons. There we would sit, Elliott and I, with a railway map of New South Wales before us, and at our elbows a pile of University Calendars for the past fifteen years. He would tell me what men or women he was prepared to send to this place, or that, and give me some idea of their personalities. Then I would look up their academic records to discover in what subject they might be recommended as tutors. For the university members of the Joint Committee had decided that only in very special circumstances would tutors be recommended to the Senate for appointment unless they had honour degrees.

Although this qualification hampered me a good deal, I stuck firmly to the arrangement. It smoothed my path with the Senate, and it silenced our academic detractors who were always very ready to sneer at the quality of the tutors we appointed. On the other hand, this insistence on honour degrees meant that we passed over some candidates whose natural flair for this kind of work was considerable, and who would have served us much better than some of the tutors we had to appoint. Moreover, as I now can see, it riveted more firmly into our extra-mural system the idea that adult education was only a kind of academic education, graciously extended by the universities to the unfortunates outside their walls. Only very occasionally did I manage to get tutors appointed who were not academically trained. In point of fact I only remember two in sixteen years; and they were among the best tutors we employed in my time . . .

Nevertheless, there were some amusing shifts to which we were driven in staffing the country classes. Sometimes there was a local man qualified to take history, while the prospective class members wanted to study economics or psychology. As we were always stressing that we gave our students what they wanted and not what we thought was good for them, such situations bristled with difficulties. We got round them to some extent by inventing, in the teeth of some academic opposition, a course called "Social Problems". Good old omnibus that it was, Social Problems could be made to carry a good many subjects, and could be handled by a diversity of conductors.

Once I was summoned to Dubbo (220 miles west of Sydney) by a group of local enthusiasts who wanted a class to be established in that centre to discuss general topics of public interest. It was pretty clear from their letters that they wanted a *mélange* of economics, politics, history, and international affairs. Hastily I scampered down to Elliott to find out whether there was a high school at Dubbo, and who was on the staff. Yes, there was a high school, but the only honours graduates on the staff were a mathematics man, who was no use to us, and a chap called J. J. Hudson, who had an honours degree in English Literature. I got in touch with Hudson and found he was one of the ferments who had started the brew in that town. So off I went to Dubbo and spent a day with him before addressing a public meeting in the town that evening. We drew out a syllabus which we thought would satisfy the locals; but it had to be of such a nature as to satisfy the academic pundits in Sydney. I regard that syllabus as one of my highlights of improvisation. It ran something like this:

LITERATURE AND SOCIAL PROBLEMS
Shelley and the Problem of Revolt
Mill and the Problem of Liberty
Dickens and the Problem of the Poor
Ruskin and the Problem of Wealth
William Morris and the Problem of Socialism

then, getting on to the moderns, it ended with

Wells and World Planning
Galsworthy and Social Criticism
Shaw and the Irish
Chesterton and Looking Backwards.

In all, the course ran to twelve authors, each of whom (with his problem) was to be treated in two lectures. Hudson wanted to call the course "Salmagundi" which would have described it accurately. But I had to keep my eye on our critics in Sydney, so we compromised on "Literature and Social Problems". That night I managed to put the proposal over in the course of an address on "Education for Everybody". Hudson ran the class very successfully for a couple of years, when he was rapt away from Dubbo by the Department of Education. Subsequently, he did some good work for us on these lines at Broken Hill.

When I got back to Sydney I told Peter Board about this incident. He was very amused and remarked: "That's the way to cut through the red tape." I also remember relating it in London in 1927 in the course of an address to the Central Joint Advisory Committee for Tutorial Classes. I quoted it as an instance of the difficulty of administering adult education over an area as large as New South Wales in which there was only one university. I think they were more impressed by this than anything else I said.

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LEVELS FOR LEARNER ENTRANCE AND EXIT

(*a*) From Thirty-fourth Annual Report of the Sydney University Joint Committee for Tutorial Classes (1947) pp. 8–9
(*b*) A. G. Hammer, from "A Special Class in Psychology" in *Some Papers in Adult Education* (University of Sydney, 1955)
(*c*) From Fortieth Annual Report (Sydney) (1953) p.10

(*a*)

One of the most challenging comments made by Mr. R. T. Martin in the Research Report he made to the Department in 1946, was that some, at least, of the wastage of students from tutorial classes is due to the fact that the courses provided are not exacting enough. Simultaneously, some students find the pace too strenuous, and others that it is too easy-going. He suggested, therefore, that specially-designed courses might be offered to students who are prepared to work hard.

This suggestion was acted on in 1947. In addition to the ordinary first-year courses in Psychology, a special course was advertised in the following terms: "This course is planned as an introduction to general psychology for serious students. Membership of the class will therefore be limited. This will be decided, not at the first meeting, but after there has been time to determine by psychological methods, prospective members' aptitude for studying. In this course no attempt will be made to avoid issues simply because they are difficult to understand. Members will be required to do more individual work than is usual in first year classes. Such work will include reading books, writing and presenting reports, taking part in discussion, experiments and test papers."

Despite this warning, or perhaps because of it, nearly a hundred students turned up on the opening night of the course. Enrolments were restricted to fifty one (in the light of a personal data sheet and a psychological test) and some of those who failed to gain admission expressed great disappointment. It was agreed, in subsequent discussions, that a less invidious method of restricting enrolments would be necessary in the future.

By the end of the year, attendances at this class had fallen from the forties to the twenties, so that roughly half the students had already fallen by the wayside. It is true that the falling-off in attendances was even more marked in several other classes, where the work was by no means so exacting, and true, also, that the regularity of attendance by those who remained in the class was the second highest recorded for the year. Nevertheless, the falling away was serious and it seems that we shall have to learn a good deal more about designing courses and selecting students before we succeed in making any substantial reduction in student turnover.

Apart from attendances, there was no doubt whatever about the success of the class. Students were anxious to prove their mettle and allowed nothing to daunt them. In particular, an immense amount of written work was submitted to the tutor—so much so that he was unable to comment on it adequately, and has stipulated that he will undertake a similar course next year only if he is provided with an Assistant Tutor to cope with this work.

(*b*)

I take it that "serious study" means that the requirements of subject matter take precedence over the "irrelevant" interests of the students. This has implications for both the methods of teaching and the contents of the course. There should be less need to cajole the serious student with anecdote and illustration of immediate personal interest. Instead of "activity methods" and "projects", deservedly popular in our primary schools, one should expect the purposeful reading of a systematic text.

Instead of being the passive recipients of a rather entertaining narrative, students should become lively disputants over controversial issues thrown up by previous preparation. On the content side, the educator will realize that subjects have a plan and coherence of their own. "Running a home" can quite legitimately be studied, but it is not a subject in the same sense as geometry is a subject. Psychology is a subject: because it is a subject, one cannot study it if one ignores the factorial analysis of abilities because that is hard to grasp, or the psychology of visual perception because that is dull compared with "inferiority complexes".

This, at any rate, was my idea of the matter when I undertook the class, although it may not have been very explicitly formulated. (I hasten to admit that one's execution often falls far short of specifications!) I recognize that I have described extremes and that most frequently some compromise between student- and subject-demands will be struck. It is certainly my impression that most W.E.A. classes are quite "serious" in their recognition of obligations to organized bodies of knowledge, and on the other hand it would be poor teaching technique to make no temporary concessions to the limitations of the student mind. Indeed, it is manifest nonsense to claim that a bank-clerk, who is also a family man and interested in some frivolous leisure-time pursuits (I hope), can ever be a genuine serious student by attending a weekly class and doing some reading, writing and thinking in his spare moments. I am now convinced that both my special class and ordinary classes fall somewhere between the extremes of serious and non-serious, and that probably the difference in emphasis wasn't great . . .

The actual way of making a selection [of students] presents very real difficulties. In 1947 the class was advertised as a "special" and "serious" one, the public being informed that selection would be carried out by test and questionnaire at the first meeting. There were about 100 aspirants. It is possible that advertising a class as "special" may serve to attract just some of those people whose attitude and understanding of serious study are in fact unfavourable for the project. Part of the first hour was devoted to reporting some actual studies of the results of selecting students for academic courses, in the hope (probably vain) that the blow of rejection would be softened for some. The plan of work was further outlined, and tests and questionnaire administered, the group being told that they would be informed of results by mail. By this time quite a few had decided that this was not for them, but since the class began 54 strong, a significant number had to be told that they had not been selected. Although some care was taken to soften the blow, and although attempts were made to guide those not chosen into alternative courses in psychology, I readily concede that this procedure was a thoroughly bad piece of practical psychology.

It is not, however, easy to think out an alternative. When a similar "serious" class was launched in 1951, intending members were required to submit written applications, and testing and interviewing were carried out by arrangements clearly personal and preliminary. This 1951 class was inferior to the one of 1947, because far fewer people applied, and the *average* quality of the applicants was, by test results, poorer. I cannot get clear in my mind why this should have been so.

Other schemes have been contemplated—and rejected. One would be to establish the ordinary "beginner" courses and to select from them after, say, a couple of months, the proper persons for transfer to the "special". Obvious objections are the difficulties arising out of time and place of meeting, the reluctance of people to shift from a "going" group, and the justifiable reluctance of tutors and other class members to have some pretty important vertebrae removed from their spinal columns. Another method would be to establish the "special" class as one of the alternatives available for students after the completion of their first year studies. Against this plan is the natural tendency of a group to stick together from year to year; the danger that Mr. Martin's objective (of catching serious students before dissatisfaction resulted in their abandonment of courses) would be lost sight of; and some possibility that a not entirely satisfactory foundation for the special work would be built in the first year of work.

Altogether, I think the problem of selection remains unsolved.

Despite the initial selection, the processes of "natural selection" operated as ever, and it was indeed only a short time before the class settled down to a steady membership of about 20 women and 10 men. It may not be inappropriate to consider now whether or not the purpose of the class, as conceived in part by Mr. Martin, was achieved. The following figures are relevant. Attendance over the first year was 85% of the effective strength. The next year, 23 of the group pursued their psychological studies and averaged 93% attendance. A group of 12 then took a discussion group course in a somewhat related subject (Ethics) over the vacation, making of their own initiative the special arrangements for this unusual step. The next year a Third Year Course was established, but although it included 18 members, six of these were not members of the original class. It averaged 87% attendance. Although I have no exact figures to guide me, my general impression from years of work with the W.E.A. is that this was a pretty good record both for keeping students on the roll for a number of years and in maintaining attendance from week to week.

But now comes the rub. I cannot claim that the figures support or refute Mr. Martin's contention. Perhaps they were so good because of the sort of people selected for the class rather than the nature of the work done or even because of the "morale" arising from the label "special". These same people in any ordinary class may well have become the "old faithfuls". I have no detailed information now, but I do know that the group varied a lot in age, interests and occupations, yet it still had received more previous schooling than the ordinary W.E.A. classes and seemed, even initially, more absorbed in an "educated" way of living. Assuredly the class was meeting a real need, and assuredly too, a majority of the members were broadly "workers"; but whether W.E.A. policy is to serve such a group as this was, is, I suspect, open to consideration. However that be, and Mr. Martin's report notwithstanding, my own impression is that just such people as these tend to form the hard core of ordinary classes. It follows that this class does not provide an experimental answer to the question which provoked it, and it has to be judged not on attendance, but, as any other class, on the value of the work done.

What, then, actually happened in the class? The first year course was on general psychology . . . All of this in fact took too long–time was further involved with degressions on the art of study. This may be a hint that serious study is simply not possible in the time available to our classes . . .

I find it impossible to say how much the students learned in that one year. I felt intuitively that they had gained quite a lot of information, and that there was at the end an improved attitude of inquiry into matters psychological, and a better idea of what scientific psychology really is. On a test of popular psychological fallacies, given both early and late in the year, there was a distinct though not remarkable improvement.

Changes were made in the second year. We shifted to a meeting room where we could sit comfortably facing one another and afterwards brew our own pot of tea. I believe this material factor contributed enormously to better work. At this stage Mr. Champion joined me as joint tutor of the class and this enabled demonstration of the techniques of legitimate controversy, and permitted increased student supervision. Students in turn prepared papers on assigned topics, getting the necessary help from tutors. These papers had to be submitted a fortnight in advance, were read and criticized by tutors, then rewritten and cyclostyled to be both listened to and read in class. Subsequent discussion was led by an appointed student, the class having also been set preparatory reading. The discussion was noted by a tutor, and a cyclostyled summary of it distributed, read, and commented on briefly at the opening of the following meeting. The first few sessions however had the tutors taking the leading roles to demonstrate requirements, and at strategic points the tutors took over to write papers of a reviewing, consolidating and integrating sort . . .

Abnormal Psychology was the Third Year subject. A text-book was used, but unhappily copyright restrictions made it impossible to supplement this with photostats of the most appropriate journal material. Two critical student papers were presented each evening on a chapter of the book, and one tutor acted as discussion leader while the other noted discussion, presenting it at the next lecture as a cyclostyled review. Students papers were again presented in advance for criticism and revision. These papers did not arouse as much dispute as anticipated, and no solution was found to the difficulty that student papers can scarcely be as effective in teaching fellow students as the efforts of trained and experienced tutors. Some attempts were made to counter sagging periods with quizzes on reading, "ask the experts" periods and illustrative reports on case studies and experiments from journals. Altogether the work was good, but not quite up to the standard of the previous year. Maybe the task was becoming too hard, or the sustained effort was proving to be wearing, or the introduction of new "recruits" hampered progress . . .

Of the 18 people on the Third Year roll I have lost track of eight. One graduate scientist is carrying on her work, another graduate continues her pioneer work in teaching deaf adults. A school teacher similarly carries on her previous work. Three members have *become* graduate school teachers. Three more abandoned good clerical jobs, one to become a librarian at the University and to graduate in Arts, another to be a clerical worker at the University (she is doing well in Economics), the last to take the Diploma in Social Studies. One other, an older married woman whom I see occasionally, chats intelligently about the class and has referred a few persons for psychological treatment with sound appraisal of the cases. It would be presumptuous to claim these results as fruits of our work, but it is consoling that we have not driven people away from the educated way of living. . . .

Altogether then it would seem that good results can flow out of attempts at serious work with W.E.A. students. It requires some special conditions, and there are many pitfalls to be dodged. Whether a genuine study of a genuine *subject* can however be made with the limited time available is more open to question. Since the present writer is just about as confused now as when he started the class on the wisdom of the policy of attempting serious study in these circumstances, he proposes to leave to others, as he did then, the more general issue of deciding whether this was a good thing.

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(*c*)

Another experimental course of ten lectures was that in Political Science, conducted by Mr. W. H. C. Eddy. Mr. Eddy has maintained for a number of years that at least in certain subjects, to attempt to cast material in a form which will immediately appeal to a full class enrolment, is detrimental to the study of the subject and in fact, to an eventual enrolment of an adequate number of serious students. He has maintained that the tutor is affected in his preparation of a course by doubts on whether it will take place or not, and that from all points of view the best method is to plan that the class go ahead irrespective of enrolments, to make no concessions whatever in preliminary notices of the class, but rather to stress the expectation of serious work. It is his view that knowledge of the fact that serious work is being done will spread and will attract serious students, so that eventually a stable group will come together and carry on work at a high level. Permission was granted for the making of an experiment with one class along these lines. Mr. Eddy chose to make an experiment in Political Science, which is one subject with which he has never been able to attract an adequate enrolment over any length of time. In publicity material it was stressed that this was for serious students only. The result, as expected, was an initial attendance of only six, of whom three quickly dropped out. The other three, however, stayed with the class throughout its meetings and contributed considerably to the work. It is far too early yet to judge the result of an experiment, since only one term was involved in 1953. All that can be said is that high standards of work were maintained on a study of the work of Machiavelli and many important questions were opened up by tutor and students. One encouraging sign is that students are already pressing for resumption and mentioning possible recruits.

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Chapter Five: Students

Brief lives

ANDERSON, Noel Dudley, born in 1916 at Beechworth, Victoria, was educated at the University of Melbourne, and was a Captain in the army during the Second World War. In 1949 he became an officer of the C.A.E. under BADGER and, in 1962, Chief Executive of the National Fitness Council of Victoria.

DUNTON, Arthur F., born in 1915 at Bundaberg, was educated at the University of Queensland. After serving in the air force, he was a District Officer with the Queensland Board of Adult Education from 1947 to 1958. He then joined NELSON's staff until 1966, when he became Executive Officer in charge of the Centre for Part Time Studies, Macquarie University. In 1968 he became Director.

MILLER, (John Donald) Bruce, born 1922, was educated at the University of Sydney. In 1939 he joined the A.B.C., becoming in 1946 Staff Tutor in the University's Department of Tutorial Classes under DUNCAN. In 1953 he went to England, returning in 1962 to his present position as Professor of International Relations, A.N.U. He has written widely.

Commentary

Nearly all the readings on students were written by non-university adult educators; this would be compatible with the hypothesis on Intellectualism and Generalism. The characteristics of the students show recurring patterns. "Adult education audiences . . . form a special group within the community", and not a cross-section. By social class they come preponderantly from the "lower professions, upper clerical, and skilled technical group". "Adult education is reaching only an already 'well-educated' section", nearly half of whom, as early as 1953, had passed a senior secondary examination, or better. (There are grounds for believing that this percentage is rising in the general population, and so in adult education learners.) Amongst the students "there are two women to every man", and they are all spread evenly through the age ranges. Their chief motivations are "interest, a desire to learn, and a wish to keep abreast with contemporary thought".

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A 1949 AND A 1950 CLASS, SYDNEY

J. D. B. Miller, from "Courses on the U.S.A.", in *Some Papers in Adult Education* (University of Sydney, 1955) pp. 49–50

The Department of Tutorial Classes offered courses on the U.S.A. in 1949 and 1950, for both of which I was the tutor. Neither was heavily attended (enrolments were 28 and 21 respectively), but they provided me with useful guidance for the future. This paper is an attempt to describe the courses and evaluate their results.

The two classes differed in the educational background of their members, and in the courses offered. In the case of the 1949 class offered at Waverley under the title; *U.S.A.: Problem for the World,* the educational standard was of roughly middle-secondary level. The group was distributed as follows:

Pharmacy Diploma	2
University student	1
Fifth year Secondary School	2
Fourth year Secondary School	3
Third year Secondary School	10
Second year Secondary School	1
First year Secondary School	2
Primary	5
No statement	2
	28

The 1950 class was given to a city audience, and entitled *The U.S.A. Today*. Here the figures ran:

University degree	5
Technical diploma	1
University students	4
Fifth year Secondary School	3
Fourth year Secondary School	3
Third year Secondary School	3
First year Secondary School	1
No statement	1
	21

Waverley was then a suburban class, at roughly middle-secondary level, composed in the main of clerks and skilled workers amongst the 19 men, and housewives and office workers amongst the 9 women. About half of them had been in a class of mine the previous year in the same centre, called *World Affairs and Australian Politics*. The city class contained people of a higher-secondary or tertiary educational level, a P.M.G. linesman and a storeman being the only ones in the skilled artisan bracket, the others from the clerk and professional groups. There were 13 men and 8 women. . . .

Ignorance was general and lamentable. In both cases, I found that my students lacked even the most elementary knowledge necessary for a discussion of American affairs in their own terms—the only way they can be effectively discussed. This meant that the lectures were largely expository. Real discussion was largely lacking, because most of the students were not inclined to discuss politics about whose background they knew so little. In other cases, as indicated below, discussions did arise, but out of prejudice rather than knowledge. They seemed much more inclined to become absorbed in the details of American social or political institutions than to strive for an understanding of how those institutions differed in spirit and origin from their Australian counterparts.

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1949 AND 1953 SURVEYS, C.A.E. VICTORIA

Prose from N. D. Anderson, from a paper—"These Were Our Students", July 1954; and tables from Minutes, C.A.E., 30 April 1954

In view of the Council's approach to adult education some facts about its students may be relevant. Some eighteen months ago it decided that a survey of its students should be made, and assistance to this end was sought from the Faculty of Education, University of Melbourne. The faculty generously made available the services of Mr. Manuel Lacuesta, a post-graduate research worker from the Philippines, to undertake the survey during the Autumn classes last year. Lacuesta drew up and issued a questionnaire to the students, and made a most thorough and detailed analysis of the information volunteered. The details of the survey were recorded in a 235 page report.

This is not the place to present elaborate statistical information, but in general Lacuesta found:

There is a prevailing tendency for students to attend one class at a time, and a significant majority over all attend for one year only.

Students' occupations are diverse, but large numbers come from the clerical and professional groups. An almost negligible proportion consists of unskilled workers. There is a tendency for professional workers to take art, literature and music as subjects for study.

On the whole students have had considerably more than the average amount of schooling obtained by the Australian population. (The average age at which students ceased full-time education was 16.2 years.)

There are more young people than old attending the classes (the modal age for men 28, for women 26). Students under thirty years are in predominance in psychology and science classes. Those between thirty and forty join classes in the language group (English, Speech and Public Speaking) in greater number than students in other age groups. History, economics, politics and international affairs appeal more to students over forty.

There are two women to every man attending classes. There are more single than married students. For every married male there is a single male, but for every married female there are about two single females.

Less than half of the students are actively engaged in cultural, social or educational organizations other than adult education.

Compared with the Australian population, students are more regular in their attendance at church.

The reasons why people join classes are many and varied, but the main reason given was to gain further knowledge. About two-thirds joined on the recommendation of a present or a past member.
Although opportunity to do so was given, only a very small proportion of students suggested additional subjects for inclusion in the class programme. . . .

Whether the facts revealed should be the cause for jubilation or alarm depends of course on one's general attitude to adult education. We ourselves are quite neutral, for we believe it is our function to provide an educational service for those who want it, whether they be adolescent or sexagenarian, executive or operative, semi-illiterate or graduate, and to provide classes of a type related to their needs.

Survey of Classes 1953

Tables extracted from a thesis* by Mr. M. G. Lacuesta, B. Ped. B.Ed., and compared with 1949 survey.

Enrolments	%	
Enrolled for a single subject	79	5% of students enrolled for more than one class in an allied subject group
Enrolled for two subjects	17	
Enrolled for three or more subjects	4	
	100	

Length of Membership	1949		1953	
First Year	46		43	
Second to Fourth Years	32		38	
Fifth to Seventh Years	13		9	
Eighth Year or More	9	100	10	100
Attraction to Classes				
Recommendation of other member	47		62	
Other C.A.E. activities	5		12	
Press and Radio publicity	16		11	
Leaflets, brochures, etc.	32	100	15	100
Educational Background				
Merit or lower	26		26	
Proficiency or Intermediate	34		31	
Leaving or Matriculation	30		25	
University	10	100	18	100
Sex				
Male	32		30	
Female	68	100	70	100
Marital State				
Single	57		54	
Married	39		38	
Widowed or Divorced	4	100	8	100

Occupations	1949		1953
Professional	20	Professional	28†
Office and Shop work	35	Clerical or Highly Skilled	32
Tradesmen or Artisans	5	Skilled or Minor Commercial	9†
Factory Workers	6	Unskilled	1
Domestic Duties	22	Domestic Duties	23
Other	12	Other	13
	100		100

(† At least one of these figures must be wrong. Ed.)

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*"A survey of students attending adult education classes in Victoria during autumn 1953"—M. Ed., 1954, Education Faculty, Melbourne University

Survey of Classes 1953–continued

Age	1949	1953
Under 25	25	20
25–34	28	30
35–44	24	22
45–54	15	15
55 and over	8	13
	100	100

Additional Information 1953

Average Age	Men	Women	All
Mean	36	39	37
Median	31	36	36
Mode	28	26	28

Place of Residence	1953
City and South Central	6
North	20
West	10
South	19
East	24
South-east	21
	100

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1959 SURVEY, B.A.E. QUEENSLAND

A. F. Dunton, from an unpublished thesis–"A Survey of Adult Education and its Needs in a Selected Area of Queensland", 1959

Proportion of men to women attending adult education activities

Toowoomba	122 men	224 women	346 Total
Country	92 men	94 women	186 Total

Age groups of those attending adult education activities in area

Age	Under 20	20–30	30–40	40–50	50–60	60+	Total
Toowoomba Centre	60	47	54	74	64	42	= 341
Country Centres	23	36	34	50	27	15	= 185

There is a widespread belief that classes, groups, and lectures are attended by elderly people only, and that adult education is of little interest to the younger members of the community. The above figures contradict that belief.

The educational background of people attending activities

	Age at Which Formal Education was Completed									
	12	13	14	15	16	17	18	19	20	21+
Toowoomba	5	22	59	49	71	46	24	6	3	16
Country	2	11	50	19	42	27	12	4	2	7

*at the Toowoomba Centre 45 people returned no answer.

	Formal Education Received			
Toowoomba	81 primary	209 secondary	33 University	= 323
Country	64 primary	109 secondary	14 University	= 187

The information to be obtained from the above is of considerable interest, indicating as it does that, with very few exceptions, a secondary, technical, or University education is a pre-requisite to having an active interest in adult education programmes as they are at present constituted. The frequent charge that adult education is reaching only an already 'well-educated' section, and not touching other sections of the community is substantiated to a large extent by the above figures. It would appear that the present adult education syllabus in this Area has an appeal mainly for those members of the community who have received a full-time education beyond the minimum, and sometimes well beyond the minimum required by law. Adult education audiences therefore form a special group within the community.

Marital state of those attending

Toowoomba Centre ..	195 married	124 single	17 widows/widowers
Country Centres ..	122 married	51 single	10 widows/widowers

*at the Toowoomba Centre 4 people returned no answer
at the Country Centres 6 people returned no answer

Occupational status of people attending adult education activities

The eight groups in the Burt-Spillman classification were:

1 Highest Professional Work
2 Lower Professional Work
3 Clerical and Highly Skilled
4 Skilled Labour and Minor Commercial Posts
5 Semi-skilled Labour and Poorest Commercial Posts
6 Unskilled Labour and Coarse Manual Work
7 Casual Labour
8 Institutional Cases

In the Area of this Survey many of the occupations under Class 1 do not exist, notably 'higher administrative posts in State', 'university teachers','technicians with advanced qualifications', and in the small country centres, 'business administrators' and 'scientists'. I am however retaining Class 1 for doctors and lawyers, who are present in all centres investigated.

Another point is that Class 8 would not be represented in adult education work in this Area and Class 7 not likely to be.

Thus for the purposes of this Survey and subject to the modifications mentioned, I shall exclude Class 8 in the Burt-Spillman list and make use of seven classes only.

In the classification of women I have followed Styler in making use of 'occupation before marriage' as the basis of classification rather than grouping them under the classification of housewife. Where no 'occupation before marriage' was given, I have excluded that paper, rather than use 'housewife' as an occupational classification.

Men	Number	Percentage of those attending	*Women*	Number	Percentage of those attending
Class 1 ..	4	2	Class 1 ..	1	.4
Class 2 ..	22	11	Class 2 ..	14	5.6
Class 3 ..	93	46.5	Class 3 ..	124	49.6
Class 4 ..	66	33	Class 4 ..	47	18.8
Class 5 ..	8	4	Class 5 ..	22	8.8
Class 6 ..	8	4	Class 6 ..	43	17.2
Class 7 ..	0	0	Class 7 ..	0	0
	201			251	

By combining them the pattern of the occupational groupings of all students irrespective of age or sex is as follows:

Class	Number
1	5
2	36
3	217
4	113
5	30
6	51
7	0

It can be quite definitely stated that adult education audiences in this Area are at present drawn largely from the lower professions, upper clerical, and skilled technical groups in communities.

Age range of families

	Children Aged					
	0–5	6–10	11–15	16–20	20+	
Town	12	25	31	24	71	
Country	12	23	14	22	36	
	24	48	45	46	107	= Total 270
Percentage (approx.) ..	8.9	17.7	16.7	17	39.6	

Years of residence in area or town

	Years of Residence					
	0–5	6–10	10–15	16–20	21–25	25+
Toowoomba Centre ..	83	44	38	29	21	82
Country Centres ..	48	24	20	23	13	39
Totals ..	131	68	58	52	34	121

The figures above are interesting in that in both Toowoomba and country, the pattern is similar. The number of 'newcomers' attending is almost the same as the number of residents of twenty-five years or more standing, and between them these two classes of residents account for 55% of the total attending.

Reasons for attendance

The following factors were given as influencing attendance:

		Toowoomba Centre	Country Centres	Total
(*a*)	A free service	58	47	105
(*b*)	Interesting subjects	232	149	381
(*c*)	To secure company	39	11	50
(*d*)	To keep up with events	116	76	192
(*e*)	To learn	239	153	392
(*f*)	As a relaxation (to take mind off things)	28	14	42
(*g*)	For something to do	42	15	57
(*h*)	Other reasons	11	3	14

Most gave two factors only as determining their attendance, namely a desire to learn something and an interest aroused by the programmes. When the third factor—a wish to keep up with events in the world—is considered, it is seen that the majority of those attending were motivated by interest and a desire to learn something or to keep in touch with current events. These 'educational considerations' greatly outweigh the considerations of a free service or the desire for company. Few came as a means of relaxation, or as a method of using their leisure. The 'use of leisure' aspect of adult education has been greatly exaggerated in much of the post-war writing on adult education in Australia, and has been over-prominent in adult education reports in Queensland. The evidence is that, in this Area, people come to adult education activities because of interest, a desire to learn, and a wish to keep abreast with contemporary thought.

Period of attendance at adult education activities

	1st time	few months	this year	1–2 years	2–3 years	3–6 years	6+ years
Toowoomba	41	31	31	67	43	53	46
Country	33	25	27	27	26	16	21
	74	56	58	94	69	69	67

The above figures should disprove any idea that adult education programmes in this Area depend on a body of faithful followers who support activities year after year irrespective of the subjects offered, or of the ability or inability of the lecturers conducting the courses.

1966 SURVEY, C.A.E. VICTORIA

From *Annual Report* 1966–67, pp. 23–4

Recently students have been presented with an enrolment form which asks for information about occupation, age, sex and education. Following are some general comments and statistics about students attending the Autumn/Winter classes, 1966.

Sex: Of the 9,160 whose enrolment cards were analysed 6,483 (71%) were women. Approximately two-thirds of the women were married. The only subjects where men outnumbered women were: Economics, Business Practice and Hobby courses (mainly woodwork). Even in courses for investors of money women (167) outnumbered men (135).

Occupation: Students were classified under the same headings as used for the Commonwealth Census. The result:

Home Duties	3,245	(35%)
Professional, technical or related workers	2,337	(26%)
Clerical workers	1,369	(16%)
Craftsman, production-process workers and labourers	352	(4%)
Sales workers	90	(3%)
Administrative, executive and managerial workers	242	(3%)
Students	196	(1·5%)
Retired	122	(1%)
Service, sport and recreation workers	66	(0·7%)
Workers in transport and communication operations	40	(0.4%)
Farmers, fishermen, hunters, timber getters and related workers	22	(0.2%)
Members of Armed Forces, enlisted personnel	13	(0·19%)
Miners, quarrymen and related workers	6	(0·1%)
Unemployed	1	(-%)
Occupation inadequately described or not shown	859	(9%)

New Students: 44% stated that the course was the first they had attended with C.A.E. New students outnumbered the old in the following subjects: "Psychology", "Social Studies", "Education", "Economics", "English Grammar", "Speech", "Courses for Investors", "Business", "Home and Garden", "Hobbies and Pastimes", "Languages".

Generally speaking courses in the social sciences, humanities, art, literature and music attracted more than half of the students who had attended courses before. Those which appealed to a special need or interest (psychology, social studies and educational courses were mainly directed in some way towards parents) attracted a bigger number of people who had not previously attended courses.

Age: The numbers in each age group were:

Age 36–45	2,228	(24%)
26–35	2,007	(22%)
46–55	1,474	(16%)
Under 25	1,328	(15%)
Age not shown	1,256	(14%)
56–65	646	(7%)
Over 65	221	(2%)

Education:

Primary	401	(4%)
Secondary	4,649	(51%)
University Degree	965	(11%)
Post School Diplomas	1,642	(18%)
Not Shown	1,503	(16%)

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Chapter Six: Appraisals

Brief lives

ALEXANDER, Frederick, born in 1899 at Blackflat (near Ballarat), Victoria, was educated at the Universities of Melbourne and Oxford. In 1931 he became Lecturer in Charge of the Department of History, University of Western Australia. In 1937 he became Associate Professor; and then Professor (1948 to 1966). From 1941 to 1954 he was also Director of Adult Education, between BADGER and ROBERTS. Of his many books, three concern adult education: *Adult Education in Australia* (F.A.E., New York, 1953), *Adult Education in Australia* (Cheshire, Melbourne, 1959), and *Campus at Crawley* (Cheshire, Melbourne, 1963).

BADGER: See Chapter One: Section One

FRANKLIN, Richard, was a visitor to NELSON's department, University of New England, in 1964. He came from Southern Illinois University, one of the strongholds of Community Development, since it was there that Richard Poston, disciple of Baker Brownell, the originator, set up a Department of Community Development in 1953.

HEATON: See Chapter One: Section Two

MANSBRIDGE: See Chapter Two

PARTRIDGE, Percy Herbert, born in 1910 at Hornsby, New South Wales, and educated at the University of Sydney, was Lecturer and Senior Lecturer in Philosophy there from 1934 to 1946. In 1947 he became Professor of Government. In 1951 he moved to the Australian National University as Professor of Social Philosophy.

PEERS, Robert, was born in 1888. In 1920 he became Director of Extra-Mural Studies in the University of Nottingham, and between 1922 and 1953 he was Professor of Adult Education in that University. He has often advised the British government, and has written widely and with great influence.

PORTUS: See Chapter One: Section One

Commentary

These six overviews of Australian adult education range, including memory, from the end of the First World War. In what they have to say the Intellectualist/Generalist pattern is again specially clear. Portus bears witness to the one extreme before 1933: "There must be no concessions in the way of short courses. Not one jot of the academic requirements must be abated . . . Students must study 'subjects' as was done within the university . . . engage to attend the full three years of the course, and write the prescribed essays". Peers defends this policy as the correct one, with his preference for "intensive adult educational activities", "classes of the more serious type", and "solid work". He is not happy about what he calls "cultural amenities", "recreational facilities of an educational character"–all adult education of "the more elementary and practical kind".

Franklin supports a position towards the other end of the scale. He is unhappy about "the traditional design for adult education; the class composed of adult students, a lecturer and a prescribed subject". He prefers those adult educators who believe that the "fundamental purpose of adult education . . . is not to teach knowledge as an end, but to help the learner use knowledge as a means for more effective living as a member of a creative, developmental society".

Alexander is eirenic. He wants a "relationship between provision for the dilettante who will welcome individual lectures and books and the more organized instruction and supervision". While seeing weaknesses in both, he believes in both "the academic and the non-academic approach".

Partridge, also eirenic, offers a theoretical framework for a non-historical examination of adult education provision. He suggests "a consideration of the role that different sorts of knowledge (and therefore of education) play in sustaining the life of a society like ours". While welcoming for some purposes "the intellectual discipline of the universities", he wants a "diversified pattern of institutions", because "the university-centred conception of adult education is too restrictive to emcompass all the functions which adult education can be called upon to discharge". He urges adult educators to make necessary distinctions between the different objectives that are aimed at in different areas of adult education, the different bodies of knowledge it is desirable we should be teaching, the different groups to whom we should be teaching, and the different levels at which we should be teaching.

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1944–C. R. BADGER

From *Adult Education in Post-War Australia* (Melbourne, 1944) pp. 17–21

What systematic adult education there is in Australia is on a very small scale. It is carried on by the universities and by the voluntary body known as the Workers' Educational Association, which works in close co-operation with the universities. The influence of this education is very limited, scarcely extending beyond the capital cities, though the universities have all made strong efforts to maintain some form of adult education in the country, by correspondence courses, by group discussion schemes or by sending extension lecturers. This work is itself seriously hampered by the lack of good libraries, and of suitable halls and lecture rooms, especially in country towns. There are, of course, many other agencies which are carrying on some type of adult education work, of a less systematic kind There are church groups and societies, the Y.M.C.A. and Y.W.C.A., the National Fitness Council, debating societies, Mechanics' Institutes and many others. One relatively new and very important educational agency is the Australian Broadcasting Commission, which has done most important work. The A.B.C. has provided excellent series of concerts, it has sponsored radio plays, and its fine series of talks on the arts, on literature, science and other subjects have been a very great contribution to general adult education. It has also pioneered several series of talks on current international and social topics for listening groups. After many setbacks and disappointments, this scheme is meeting with some success.

The universities and the W.E.A., however, are the principal agencies, and it is not to deprecate their efforts in any way to say that their work is inadequate in view of the enormous need for adult education today. How, indeed, could it be otherwise? The total fund available to the combined Universities of Australia for adult education purposes is not more than £20,000. The grant to the W.E.A. is less than £1,500. The full-time staff engaged in the work does not amount to more than a dozen, and the field of their activities is the whole Commonwealth! The difficulties are immense. In the capital cities, where the majority of the work is done, lectures and other functions have for the most part to be held in very unsuitable rooms, with a minimum of modern educational equipment. The libraries are not large enough for their purpose. They have limited book stocks, practically no bibliographical aids, few periodicals and not nearly enough space for the accommodation of readers. Admirable aids like 16mm. documentary films, film strip material and other modern devices cannot be used as they should be, because the adult education grants are so small. Administration costs have to be cut to the bone and every new development is checked because the staff cannot be provided. Outside of the capital cities, there is only one established adult education centre with a full-time officer (Newcastle, N.S.W.), and there is little likelihood or rapid expansion until further funds are provided. Despite these handicaps, excellent work is being done, both by the universities and the W.E.A., and the ever-increasing demand for their services and for the type of adult education they offer is some measure of the real need of an expanded system.

Further development of University Extension and the W.E.A. work is certainly necessary, but a simple increase in the grants made to these bodies will not solve the adult education problem. It is doubtful if they could become the agencies for a nation-wide scheme of adult education. They were not in fact founded with this object in view but for more limited purposes, and although they have undergone considerable change and modification, they have still an important function to perform within the range of their original purposes. The Tutorial Classes and Extension Departments of the universities were intended to provide opportunities for study of subjects normally coming within the university curriculum, for people who had otherwise no opportunity for advanced study. It was never intended that they should provide adult education for all comers, but only for a limited few, and these within a restricted field. For some years– and this is still true in Great Britain– numbers attending such classes were deliberately restricted, the courses were designed to encourage intensive study, written work was demanded of the student, who was held to be bound to follow a specified course of study over a number of years.

The W.E.A. was founded to try and forge a link between the universities and the organized labour movement. Encouragement was given to the serious student who wished to further his knowledge of subjects such as economics, political science, history and the like, which were of direct concern to him, not so much as a citizen, but as an active member of the working class movement, "The new movement," says a recent writer in the Bulletin of the World Association for Adult Education, referring to the W.E.A., "set out to organize the union of knowledge and working class experience. Disinterested knowledge was felt to be the indispensable means for enlightening that experience and for satisfying the needs, both cultural and social, revealed in that process. It demanded that systematic educational facilities of the highest attainable order—generally recognized to reside in the universities—should be made available for worker students."

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1953—G. V. PORTUS

From *Happy Highways* (Melbourne, 1953) pp. 193–7

For the first twenty years after the visit of Mansbridge in 1913 (and that included the period of my directorship in Sydney), adult education in Australia was under the dominance of the English pattern. Mansbridge had preached, and Atkinson (in New South Wales) and Heaton (in South Australia) had extolled the virtues of the W.E.A. as a voluntary body co-operating with the university to offer educational opportunities to those to whom such advantages had been denied. This approach, as I can now see, had several limitations—at all events in Australia. There was its effect on the universities themselves. Accustomed to distinguish sharply between the educated and the uneducated by their own criteria of certificates, diplomas, and degrees, the universities tended to regard the whole business of extra-mural education as a gesture to the under-privileged. These poor chaps, who had never had any education since their primary schooling, were going to have a chance to drink at the fountains of the higher learning. Many of the dons added, *sotto voce*: "and we hope they'll be worthy of it." There were the queerest ideas of what the movement might accomplish. A professor in Sydney after quoting to me the old nineteenth-century slogan, "Open a school and close a gaol", immediately paraphrased it as "Open a tutorial class and stop a strike." "For God's sake," I implored him, "don't say that in public."

In one way, I suppose, tutorial classes might be regarded as a generous gesture, but it was hard not to make the gesture seem patronizing. In fact, some of the university big-wigs never troubled to disguise the patronage. The workers, including some of the best of our tutorial class students, resented this picture of the university as a kind of academic Lady Bountiful who went slumming among the poor with packets of uplift and bottles of culture in her bag. But the attitude persisted, and it is far from dead in Australian universities even now.

Moreover, the university wanted to hand out to the extra-mural people what it was used to. And it was used to lecture courses from academic scholars. There must be no concessions in the way of short courses. Not one jot of the academic requirements must be abated. There must be no undignified publicity to attract audiences. Students must study "subjects" as was done within the university—literature, economics, history, psychology, philosophy. The idea of studying topics or problems was frowned on. It was quite a feat to get accepted the suggestion that classes should study "social problems" a course found indispensable, especially for country classes. So, too, students must engage to attend the full three years of the course, and write the prescribed essays.

In the early years of the movement in Australia there were pockets of students—wage workers and others—who were genuinely anxious for education of this kind, and had awaited it for a long time. They joined the first classes, wrote the fortnightly essays required, and gave to the whole project that academic flavour beloved of dons. But presently we emptied these pockets, and came across those, in and out of the Labour movement, who were sufficiently interested to come to classes and discuss the lectures afterwards, but who would have been driven away by strict insistence on regular essay writing. One of my students, in a tutorial class in Drummoyne, wrote me a letter of three foolscap pages, explaining why he was incapable of writing an essay! All this had to be recognized, and, both in Britain and Australia, the original tutorial class requirements had to be scaled down, or class after class would have been emptied. For the students only paid five shillings a year in those days, which was not enough to bind them to a weekly activity if they disliked it. They would soon have rejected compulsory essay writing as they rejected dull or perfunctory tutors—by staying away.

Another limitation of the English pattern was the position it assigned to the Workers' Educational Association. Up to the nineteen-thirties it was broadly true to say that the W.E.A. was the only voluntary body in New South Wales whose *sole* aim was adult education. But there were other bodies which included adult education of the non-vocational type among their several aims. Such were the Y.M.C.A., the Y.W.C.A., the League of Nations Union, and the like, not to speak of the congeries of educational agencies collected round churches by enthusiastic parsons. We tended to overlook these as educational agencies in our absorption with the W.E.A.; and the W.E.A. tended to overlook them in its absorption with the Labour movement. It did make some contacts with other voluntary bodies, but not to any great extent—here a Mothers' Union, there a Progress Association, and, occasionally and intermittently, some Religious Fellowship. Yet it is upon these voluntary organizations that the adult education movement of the future will have to be built. One of the most hopeful signs of the age is multiplication of such agencies, Little Theatres, Book Clubs, Musical and Arts Societies, Community Centres and the like. In point of fact, as I discovered when I visited England again in 1927, the W.E.A. is only one among many voluntary associations in that country whose main aim is adult education.

This raises the question whether the W.E.A., if it was to be regarded, as we did regard it, as a kind of general staff for adult educational campaigns, would not have been better called an Adult Educational Association. Several times this change in nomenclature was mooted, especially after we had encountered a situation in which the prefix "Workers" had prejudiced our approach to some group or other. But the habit of years, the strength of the English tradition, and vested emotional interests were always hostile to the suggestion. Yet the W.E.A. cannot be said to have evoked much response from the workers in spite of the determined and repeated efforts it has made in that direction. I have the impression that more has been done in this sphere in New South Wales than in any other State. Nevertheless, wage earners and manual workers formed nothing like the proportion of our class students in Sydney which they bore to the population as a whole. We diligently held our business meetings at the Trades Hall for years. Occasionally we gave courses of lectures there, but the audience came from the general public. The general public is, in fact, the constituency which the W.E.A. serves. The passage of time is emphasizing this.

In Queensland, Victoria, and Tasmania a board, nourished from public funds, has been set up, in whose hands has been placed the oversight and direction of adult education. In Western Australia a board has also been established for the same purpose, but it depends for its income on grants from the university, although it earns a good deal by its own activities. So the position as regards the W.E.A. in Australia seems to be this. In Western Australia it has long since vanished. In Queensland it has disappeared, and a State board controls adult education. In Victoria its name has been changed to Adult Education Association, and as such it is an advisory member of the State Council. In Tasmania it still exists under the old title, but it is now only one of the agencies for adult education, and it is represented on the State board. In South Australia the W.E.A. for many years has been, in effect, an Adult Educational Association, having very few contacts with the organized workers. I have been in Adelaide for eighteen years, and only once, to my knowledge, has a lecture been arranged by the W.E.A. in the Trades Hall. Very recently the Association attempted to change its name to the Adult Educational Association of South Australia. Thus it is only in Sydney that the W.E.A. occupies its original position and one cannot resist the impression that this has been due to the doggedness and pertinacity of the secretary, David Stewart.

A lot of nonsense was talked in the early days of the movement about the keenness of the workers for education. For the past sixteen years I have had little opportunity for observation at close quarters. But, from my experience at Sydney, I should say this. In those days the proportion of the workers who were interested in education was as small as, but no smaller than, the proportion in other classes. But, in the case of the workers, that proportion contained the public-spirited men and women who were called on for the never-ending roster of voluntary jobs which crop up in the Labour movement—delegacies, conferences, committees, executive work and so on. Some of the best members of my classes used to tell me sadly that they did not have the one free evening a week which class attendance entailed, and they must therefore resign. This was doubtless true of men and women outside the Labour movement, and here, too, the same kind of thing happened, but not to the same extent. Moreover, in general, the economic resources of these latter folk were greater than those of the manual workers; they had more abundant leisure; and their daily work was not, on the whole, as fatiguing. But, whatever may be the explanation, neither the stalwarts of the W.E.A., nor the apostles of so-called "pure" working-class education, have been able to evoke among the workers anything like the interest in education that they confidently expected and prophesied. Before the war (1938) there were in Australia 366 trade unions, with 2,143 branches enrolling 885,158 members. Only one of these unions employed an education officer. It has since ceased to do so.

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1958–R. PEERS

From *Adult Education* (London, 1958) pp. 252–7

One of the most striking examples of diversification from the original pattern is to be found in Australia. After Mansbridge's visit, the W.E.A. was established in each of the states and joint committees were set up with the universities. Today, the W.E.A. functions effectively in only one of the states, New South Wales, and has ceased to exist in most of the others. Although in some cases political difficulties hastened its decline, it is clear that an organization of this type was unsuited to Australian conditions except in the industrial setting peculiar to New South Wales. It may well be also that the universities, in most cases completely dependent on state funds for their existence, found the link with a body which, at least in theory, was committed to workers' education and therefore sought to cultivate labour sympathies, an embarrassing one. Whatever the reasons, most of the Australian universities ceased to play a major part in adult education outside their walls. Sydney University is a notable exception, and its Tutorial Class Department which, like the English extra-mural departments, has a Director and a number of staff tutors, is responsible for a substantial programme of classes of the more serious type, although the longer three year courses are not now very much in evidence. As in this country, the Department co-operates with the W.E.A. in promotion of this work, but the initiative and most of the available resources are with the university. About half the total number of classes are arranged in Sydney and half outside the metropolitan area. This is a substantial body of work, with over 3,300 students in tutorial classes alone.

The Department has, however, recognized that the need for adult education, in a state in which large numbers live in small towns distant from the centre and in isolated rural communities, cannot be wholly met by classes, and has therefore taken responsibility for an extensive Discussion Group Scheme which, in 1954, enrolled over 2,000 members. . . .

The reasons for providing discussion groups rather than classes are not, unfortunately, merely geographical. Many country towns could support classes if only the tutors and finance were available; and there are comparatively few discussion groups in the really isolated rural communities. This scheme provides, however, the best alternative to regular classes with tutors that could possibly have been devised in the circumstances, and the discussion group scheme, both in New South Wales and in New Zealand, would certainly repay more detailed investigation for the benefit of other countries faced with similar problems.

Another interesting and more recent experiment for which the Department of Tutorial Classes at Sydney has been responsible has been the 'Kits' scheme, started in 1945. This aims at the application of the 'project' method to adult group work and places the emphasis on doing rather than discussing. Like the discussion group scheme, it was designed partly to meet the needs of remote groups, but partly also to meet a *different* need from that served by classes and discussion groups. The idea can be best illustrated by mentioning the titles of the first six Kits prepared in 1945–6. These were a Reader's Kit, a Player's Kit, Travellers' Kits, the Speaker's Kit, and the Writer's Kit. Others have since been added, including Artist's Design, Homemaker's, Co-operator's, Astronomer's, Music-maker's and Parent's Kits. All the members and the group as a whole are provided with carefully selected material and, as with the discussion groups, questions and problems may be referred to a corresponding tutor. The whole scheme must be regarded as an important experiment in adult educational method, an experiment well within the functions of an extra-mural department, whatever may be the future arrangements for its continued administration.

It has been possible to indicate only briefly some of the activities of this Department, which among other things is now also responsible for editing and issuing throughout Australia the *Current Affairs Bulletin*, which started as a publication of the Australian Army Education Service, was subsequently taken over by the Commonwealth Office of Education, and was finally transferred to the Department in January, 1952. The total circulation averaged over 37,000 in 1955. The *Bulletins*, which cover a great variety of topics, are prepared by experts, and they represent an important contribution to adult education in a country which is cut off by distance from the main stream of world affairs.

The activities of the Department of Tutorial Classes by no means constitute all that is happening in adult education in New South Wales. Unlike the English universities, Sydney has quite a separate Extension Board which provides short courses in city and country. The University of New England which, until 1954, was a college of Sydney University, now has a vigorous adult education department of its own. Extension services are also provided by the State Department of Agriculture. The State Education Department and the Department of Technical Education also provide courses for adults of a non-vocational character.

It is not possible to find the same intensive adult educational activities in any of the other states. Indeed there appears to have been, in most of the states, something of a reaction against formal adult education, and the general tendency is to concentrate on the provision of recreational facilities of an educational character, especially for those communities which are cut off by distance from the main cultural centres. The other universities, with the exception of the University of Western Australia, have abandoned most of their direct responsibilities in the field of adult education, and the main tasks are now committed to State Boards or Council of Adult Education in Victoria, Queensland and Tasmania. The Queensland Board is an organ of the State Department of Education; the other two have by statute a separate corporate existence. The Boards ("Council" in Victoria) differ somewhat in their constitutions, but they all include ex-officio and nominated members, the latter representative of the university in each case and of various voluntary bodies.

The main trend is illustrated by the following extract from the statement of policy in the first Annual Report of the Victorian Council (1947–8): The Council "has endeavoured to provide a general service, as attractive as possible, to a wide audience and for that reason has not placed the main emphasis in its work on lectures, classes, discussion groups, etc., which usually form the main staple of adult education. It has rather stressed music, drama, ballet and the arts, as being phases of education far too generally neglected, especially in the country districts which the Council hopes to serve. Charged with the function of providing some form of adult education for the citizens of the whole State, within the limits of its resources, the Council decided that it must attempt to present education in ways which would attract a wide audience." The Council continued to service classes and discussion groups in Melbourne and the suburbs, taken over from the Extension Department of the University, but it seems to have made no effort to extend this work to country towns, where there is undoubtedly a demand for it. The most spectacular of the ventures sponsored by the Council has been the equipment and staffing of an ambitious travelling theatre to tour the country towns. In general it may be said that the Council has done valuable work in spreading throughout the state an appreciation of music and the arts.

The Queensland Board seems to place greater emphasis on lectures and classes, but many of the latter are of the more elementary and practical kind, normally sponsored in Britain by the local education authority. In Queensland, however, the Board has established local offices and advisory committees in up-country towns in contrast to the policy of centralization in Victoria, and these should be valuable growing points in the future. As in the case of the other Boards, considerable emphasis has been placed on Music and Drama. The Board has had at its disposal the State String Quartet, which has undertaken extensive tours throughout the State, and expert help has been given to local music and drama groups.

The Adult Education Board in Tasmania has followed along similar lines. Its plan, was however, to work through Community Associations, which had entered upon a period of active development before the Board was established. Again the emphasis has been upon practical and recreational activities of a kind important to rural communities, and serious class work is confined to a small number of classes in Hobart subsidized by the Board through a declining W.E.A. Branch. On the suggestion of the author in 1950, a joint committee was established with the University, and it is hoped that this may lead to the growth of regular classes and courses when the work of the Board is more firmly established and the University itself has recovered from its early difficulties.

The Adult Education Board in Western Australia differs from those already described in that it has been established not by the state but by the university and is answerable to the university senate. Its Director is a Professor of the university, but the detailed administration is entrusted to a whole-time Assistant Director. Contrary to what might be expected, the association with the university has not led to greater emphasis on the more serious forms of adult education, and the work of the Board differs little in character from that of the State Boards. Indeed, owing to inadequate resources, it has been much more cramped in its activities, and has been forced to concentrate mainly upon those which pay their way, such as the distribution of films, and concert, ballet and drama tours, all of which have made considerable profits. Classes, which are confined to Perth, are for the most part of the more popular and practical kind. The Board arranges each year an annual summer school, which attracts some 300 participants from all parts of the state and again reflects in the main the more general interests sponsored by the Board.

It will be seen that it is not possible to generalize about adult education in Australia. The solid work in New South Wales, backed by the splendid service to metropolitan and country groups of the Adult Education Section of the Public Library of New South Wales, and shared in partnership between the university and an active Workers' Educational Association, is not matched elsewhere. In most other states, there are interesting and fruitful experiments concerned with the spread of cultural amenities, but the more serious work of adult education has fallen into the background. It seems clear that this is bound to happen unless the universities are prepared to regard extra-mural teaching as a definite part of their responsibilities and to associate other interested bodies with them in the work of fostering the demand for the more intensive forms of liberal adult education. It is clear also from the Australian experience that no voluntary body which has this as its object can ultimately survive except in partnership with the university.

One final thing must be said. Even in New South Wales, adult education touches only to a very small extent those who belong to the ranks of organized labour, and in other states, in the absence of any effective voluntary movement, practically nothing is done for workers' education outside the technical sphere. In the light of present conditions in Australia wherever there are considerable concentrations of manual workers, this seems to be an urgent need. The Australian labour movement, and those responsible for planning adult education in the different states, could learn much in this respect from the experience of other countries.

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1959–F. ALEXANDER

From *Adult Education in Australia* (Melbourne, 1959) pp. 34–9

The prevailing impression which emerges from this survey of contemporary adult education services throughout Australia must be one of variety rather than uniformity. Whatever may have seemed the prospect in the years following the Mansbridge visit of 1913, and, in very different form, during the heyday of Army Education three decades later, the first lesson to draw from the over-all record of Australian experience is that no good purpose would now be served by seeking to impose a uniform pattern, either of administration or of services, upon the adult education organizations of the several States. Each State must be left to fashion its own contribution in the light of such determining factors as its geography and demography and its own peculiar adult education history.

This is not to deny the existence of common problems or the possibility of reconciling effective State autonomy with substantial co-ordinating activity at a federal level. There is, however, a prior compelling need for all directly or indirectly concerned with adult education in the several States to clarify their thinking on a number of matters. These concern educational objectives as well as basic conditions of organization and administrative control.

Of paramount importance among the former questions is the relationship between the community arts service and the traditional tutorial role of adult education. Whether touring drama and music and assistance to local dramatic and music societies form an integral part of a State adult education organization's service or not, both opportunity and responsibility exist for more effective encouragement of active audience participation. Community arts services, for example, should be a means to an end and not an end in themselves for the adult educationist. Where it seems desirable to stimulate these services by direct sponsorship, as in Victoria, Tasmania and Western Australia, care should be taken to avoid creating a permanent vested, adult education organizational interest which precludes the handing over of other than advisory and assisting roles to self-supporting bodies specially interested in a particular field, as and when these bodies emerge. On the other hand, where the formal adult education authority, as in New South Wales, leaves such services to an independent organization, its responsibility still remains, though this may be more difficult to carry out. This relationship between the frankly avowed and in its way entirely commendable entertainment value of community arts service and its educational potentialities is, however, only one expression of the basic problem of the relationship between provision for the dilettante who will welcome individual lectures and books and the more organized instruction and supervision of non-vocational studies. Closely related, too, is the relationship between craftwork of the hobby type and more obviously intellectual use of leisure and its direction into channels of active citizenship. Adult education is broad enough to include both the academic and non-academic approach. Whether both are made through the one organization or through several is a question which will be determined in different ways in different States. If the administrative machinery lies outside the university, its members will no doubt make their contribution in the so-called academic approach; if the university has a substantial share in adult education administration it should be on guard against the form of academic aloofness or superiority which rejects the possibility of applying standards to more purely recreational services or of leading from the passively recreational to actively educational forms of adult, leisure-time participation. The Australian universities of the second half of the twentieth century cannot afford to repeat the blunders of intellectual superiority and social aloofness which were part cause of the failure of the university–W.E.A. experiment of the first quarter of the century.

In the matter of organization there are issues to be faced and problems to be solved within each of the varying forms at present in existence in the several States. If the central authority is a university-controlled adult education board, as it is in Western Australia and as it may become in South Australia, some thought should be given to three basic questions. There is, first, the location of adult education offices (particularly if the university is not in the heart of the city, as in Adelaide) and their transformation into adequately equipped adult education centres. Second, there is the relationship between the director and his professional officers and the intra-mural teaching staff–it is essential that the director and, where possible, other members of his staff, shall be able to earn respect and confidence of intra-mural colleagues through recognition of their competence in their own intellectual disciplines, whatever they may be. The third question is the need for an assured share in university income, apart from what may be directly credited to the adult education department from class fees and receipts from entrepreneural activities. If, on the other hand, the main responsibility for organization rests with a statutory body, as in Victoria and Tasmania, experience has already revealed the need for greater clarity as to the relationship between normal expansion of basic Treasury grants and the statutory body's own independent money-raising activities. The role of the minister *vis-à-vis* the statutory body and of the latter's chairman in relation to its director need careful watching. The desirable independence, authority and public relations significance of the director, moreover, should not be confused with a need to "play politics" in order to maintain the statutory body's position as against potential rivals inside or outside the government service. If–to take another alternative–responsibility is to rest with a government department or near-department, as in Queensland, the most that may be hoped for, probably, is the emergence of conventional arrangements ensuring the maximum autonomy and freedom to experiment.

While the responsibility of the university is obviously more direct in the first than in the second and third of these types of State adult education, it can and should be exercised in each of the other two also, in furtherance of the objectives mentioned. The university through its traditional concern with autonomy, standards and freedom should be able to make effective use in this way of such representation as it has on the statutory body or such influence as it may exercise with the government department concerned. Whatever the form of State adult education organization, the university may also consider the possibility of entering the field of training, though here it must be recognized that, hitherto, Australian universities have set their faces rather firmly against an American or even English type of adult education teacher-training or theory–as witness the failure of a series of attempts to persuade the University of Sydney to create a chair of adult education and similar rejection by the University of Western Australia of suggestions in 1956 that its new full-time director should "profess" adult education part-time within its faculty of education.

The need for effective student organization is a problem of peculiar significance in all States, now made increasingly acute by the disappearance or relative insignificance outside New South Wales of the one-time equal partner, the W.E.A., the unique value of which, as a critical student body, as well as a proselytising public relations organization, should never be forgotten, however severe an historian may be on the W.E.A.'s role in the story of adult education in Australia. The more successful the comprehensive adult education organization of the several States, the easier it becomes for their directors and staff to ignore the need to secure this constructively critical co-operation of their constantly changing clientèle.

Since most of these problems are common to adult educationists in all States, the inference is strong that there should be some federal machinery for exchange of information and ideas about them. The collapse of the W.E.A. eliminated the triennial or biennial national conferences of the Association which directors of tutorial classes attended. An annual conference of directors of adult education, of which there have been four in post-war years, is a new step, but a first step only. It would seem reasonable that officers of allied bodies and their students should also participate in these periodical exchanges of information and ideas. However varied the State pattern and however restricted the local adult educationist's organization, he would surely profit by occasional evidence of active association in related fields by public libraries, evening colleges, technical schools, arts councils, drama leagues and the like. Some federal adult education student organization, as broadly based as possible, might also provide a useful stimulus to the more passive student bodies in particular States and so transform them into provocative thorns-in-the-flesh of a self-satisfied adult education bureaucracy, should such show signs of emerging in any State. Rank-and-file tutors as well as directors and members of governing bodies might also profit by personal testimony to the relative effectiveness of the resident regional tutor, as in Queensland, Tasmania and New South Wales, or of the centrally based but mobile adult education officer, as in Victoria, Western Australia and, it seems likely, South Australia. It is even possible that a few centralized services might emerge from *ad hoc* federal organization, additional to that now provided by Sydney's fortnightly *Current Affairs Bulletin.* And though it may seem to be flying in the face of all experience, in the humanities and social sciences as in other fields of Australian endeavour, to suggest that Sydney might in this way willingly learn something from Melbourne, or *vice versa,* it is at least possible that adult education bodies in outlying States may not only benefit, positively or negatively, from the experience of their more prosperous sisters in New South Wales and Victoria but may also on rare occasions–dare the thought be voiced?–themselves contribute something to the common good even perhaps in helping to resolve differences between their betters!

Finally, it may be that some broadly based and loosely functioning federal adult education institutions would facilitate the exchange of experience and ideas not only within Australia but also between Australia and countries overseas, in the United States as well as in other parts of the Commonwealth of Nations. Except for one visit paid to the United States by a director of tutorial classes in 1934 shortly before he resigned from that office, and by David Stewart in 1936, no such direct personal links were maintained with adult education activities in North America between 1913 and 1955. In the latter year the Secretary of the University of Sydney Extension Board visited the United States with a Carnegie grant, as did the Director of the Victorian C.A.E. and the new Director of Adult Education at Armidale two years later. If it were possible through some federal association to establish regular liaison with adult education activities in the surely comparable rural as well as urban conditions of Canada, and some parts of the United States, then indeed the Australian adult education wheel might well be regarded as coming full circle and, at long last, a contact be resumed which seemed in the way of being established between Wisconsin, Sydney and Melbourne when the Mansbridge visit of 1913 gave to adult education in Australia the peculiarly English W.E.A. form of administration and outlook which lasted so long and which–it is the theme of this essay–was so barren of long-range and distinctively Australian achievements.

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1964–P. H. PARTRIDGE

From "Expanding Concepts of Adult Education" in Australian Association of Adult Education Conference Proceedings, 1964, pp. 8–14

A contemporary theory of adult education must start, therefore, from a completely difference standpoint. It has to start from a consideration of the role that different sorts of knowledge (and therefore of education) play in sustaining the life of a society like ours. It has to consider the varieties of socially significant knowledge. It has also to consider the special situation of different sections of the society–of the different bodies of knowledge that has to be made available to these different sections. And, finally, it has to tackle all the problems connected with the transmission and circulation of these different bodies of knowledge to the variety of different groups within the community.

This, of course, is an enormous programme. All I can hope to do is to suggest what I have in mind, by taking by way of illustration some of the problems that arise within the programme as I have outlined it.

Let us define adult education as the education which is sought by people normally in their own time, and normally part-time, after the period of the full-time, formal education has been completed. This is very rough and ready but will serve.

Inevitable Direction

Now, if we start from the standpoint I suggest, the first thing we will all accept, I hope, is that very much the greatest part of the education a society provides for adults will be vocational education or technical education. It is inevitable for economic and social reasons that all advanced societies will be compelled to devote more and more of their resources to inventing and establishing institutions and providing facilities by means of which adults can continue education of a vocational or technical sort. I emphasize this truism mainly because I dislike very much the way in which, in the literature of the subject, "adult education" tends to be defined or conceived in a way that differentiates it from merely vocational or technical education.

This narrows thinking about the social significance of adult education. It may be that in the long run we can mark off an area of adult education which is general (i.e. non-vocational and non-technical) but this seems doubtful to me. For the purposes of education "adults" do not constitute a homogeneous group: there are necessarily many different sorts of education to be provided for different categories of the adult population; it is an open question how many of these different sorts of education are best provided by different types of institution. . . .

In many respects, the old tutorial class ideal was admirable, admirable also the ambition to provide for adult groups something resembling the intellectual discipline of the universities. In England, as you know, there has been an interesting controversy on just this matter; a controversy between those who would like to see the standards of the old three-year tutorial class maintained as the goal and those who would admit a much greater diversity of teaching and of objectives and standards. On this matter, my own view is that the university-centred conception of adult education is too restrictive to encompass all the functions which adult education can be called upon to discharge.

The social situation, the character of our society, requires us to envisage a wide range of different sorts of teaching, and teaching at different levels and for different purposes. And I am inclined to think that, if adult education is to become strong and effective, we will be required to develop as time goes on a rather diversified pattern of institutions to cope with the diversity of tasks, even within the single, broad field of cultural or general or liberal education. Let me illustrate a little what I have in mind.

Firstly, there will always be a certain number of adults who will want seriously to study subjects at the level and in the way they are studied within universities: that is to say, in a comparatively methodical, systematic way; keeping at the subjects probably for several years; so that at the end of their study they may be said to have been competently trained as historians, economists, biologists, art-historians, students of English literature, or of a modern foreign language, or whatever it might be.

There are several ways in which such students can be more or less effectively provided for. This sort of education can best be provided by the established institutions of tertiary education, or by modifications of them through the provision of part-time study within universities, or by the machinery of external degree-level courses, or again by the teaching of the well-organized extra-mural departments of universities. It would not need a great deal of imagination or any very substantial increases in resources, for universities to provide the innovations necessary to expand what they already do in adult education: but I would argue that it is the universities or some extension of them, that can probably best provide this kind of teaching; and it is a sort of teaching that should be left substantially to them in our planning of educational institutions.

In the second place, there is the category of student, and the type of adult teaching, which have made their existence manifest especially during the past two or three decades. This is the already well-educated person, sometimes the highly-educated person, whose intellectual curiosity and initiative lead him to want to correct the narrowness of his education and of his ordinary life by exploring someone else's subject, some new field of intellectual life.

For some time now, students of this kind have not been uncommon in adult education classes. And this is an important type of student, and a culturally and socially highly significant kind of teaching. These are students it is important to encourage and to multiply; for it is at this cultural and social level especially that something can be done, perhaps to mitigate the fragmentation and divisiveness of modern, highly specialized knowledge. One would hope that it is by building on men and women of this kind that one could create or extend a broadly educated public, a public that can sustain by their continued interest the intellectual production carried on by writers, artists, musicians, thinkers and scholars. At least, if we can't create a broadly educated and intellectually alert public from this material, I cannot see where else it could come from.

Now, as I see it, this sort of teaching would not normally be quite on the same level as the type I first described. Such people, unless I completely misjudge them, will not usually want to study art or science or history or philosophy in a thoroughly academic, methodical and systematic way—as if they were under-graduates sitting in class. But they will often want to do more than study simply by reading Pelicans and the like: that is, they will want to study under guidance, critically, with the opportunity for discussion with a teacher who is an expert in the subject.

This, too, is a type of adult teaching and study in which the universities should, in my opinion, play a very important part. It is possible that there are separate, perhaps voluntary, organizations that could play a very important role in stimulating interest and organizing. They might also be teaching institutions in their own right. It has always seemed to me to be a great pity that in this country our university teachers have been by and large so isolated, so inactive as regards the popular exposition of their subjects; or perhaps it is that there has been so little demand from any public wishing to communicate with them.

It has always seemed a pity to me, to take one example, that so little is ever done by our university scholars in modern foreign languages and cultures to foster and increase a popular knowledge of the literatures and cultures which they profess; or so little by our philosophers to encourage a popular interest in and comprehension of contemporary philosophical movements. This is a sort of gap that television is now beginning to fill—never very effectively, I believe.

Thirdly, and on a different level again, there is the process of adult education which I think of mainly as being the business of doing what can be done to stimulate and sustain in whatever groups are available for the purpose the activity of continuous discussion, the stance of political, social and intellectual alertness. Many organizations and institutions, of course, are already busy at this level: adult education organizations already do quite a bit of it; newspapers and weeklies do it; it is done by politicians, parties, pressure groups, churches, and so on; there can never be too much of it.

Here I am thinking of classes and meetings in which the element of formal teaching is not very prominent; where the emphasis is on guided discussion of important and topical things in the political, intellectual and cultural life of the community. In this sort of activity, it would be necessary, I think, not to assume much in the way of previous educational experience, nor on the part of the majority of participants any very strong inclination or capacity for continued, systematic study of subjects or disciplines. Certainly, the aim is not the systematic mastery of a particular field of knowledge. It is rather intellectual stimulation and encouragement; the hope of inculcating more critical habits of thought; perhaps of developing a sense of the importance of possessing solid information and some sophistication in knowing how and where to find it.

Now, a couple of comments about this. I have noticed that many English writers on adult education have been hostile to this more informal, unpretentious, "low-level" teaching (if you want to put it like that). I don't share this snobbery. As I have said, whatever we think of it, many powerful and interested organizations are already in the business of stimulating interest, suggesting opinions, guiding discussion. It is a fundamentally important and an inescapable feature of modern democratic life. If we take education seriously, there is no reason that I can see why the educator should not also wish to operate on the same level of discourse; but bringing to it what he as an educator alone can bring, and which certainly newspapers, pressure groups or churches will never try to bring–*viz.*, his special interest in the conditions and techniques of critical, disinterested, competent and informed discussion. This, I think we should all agree, is a type and level of adult education in which the universities as such would play no part. . . .

I would emphasize again a point I have already touched on more than once. It is essential to think about adult education sociologically, in terms of the different sorts of knowledge that are now socially relevant, and in terms of the different "needs" and interests of different sections of the community. It is only if we make necessary distinctions between the different objectives that are aimed at in different areas of adult education, the different bodies of knowledge it is desirable that we should be teaching, the different groups to whom we should be teaching it and the different levels at which we should be teaching–it is only when we have made these distinctions that we can think systematically about the structure of institutions that will most effectively provide for the carrying out of these different functions. One shudders to think of the collection of very different things that are lumped together in Cole's phrase, "general adult education provider". I don't much like the way we talk about "adult education"; it is much too general and unspecific.

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1965–R. FRANKLIN

From "New Themes and New Frontiers in Australian Adult Education", in *Australian Journal of Adult Education,* July 1965, pp. 31–7

Education for adults–as a concept and a practice–has prevailed in Australia from before the days of World War I. Only since World War II, however, has it shot from relative infancy to take on the robust mien of youth. . . .

The focus is upon two aspects in the development of the field. One is called "New Themes", or those undertakings at one or more of the universities or other agencies which are either so new as to be experimental or have proved successful in relatively recent years. The second is labelled "Frontiers", the areas in which little has yet been tried but to which at least a few adult educators are addressing considerable thought. This division is arbitrary, of course, a matter of subjective interpretation.

Such an orientation virtually by-passes the traditional design for adult education: the class composed of adult students, a lecturer and a prescribed subject. As the most prevalent form of education for adults, the time-honoured course stems from the pioneering work of the Workers' Education Association (modelled after the W.E.A. in Britain). While many new subjects have been added in 50 years, with perhaps some increase in group participation as a learning technique, this design still appears basically to be little changed. It grows out of the secondary and tertiary educational philosophy which, in Australia, has its tap root in the British tradition. One can't escape the impression that it follows the same authoritarian approach to learning as most earlier schooling–even if it does not perpetuate the concomitant concept of education as a means of maintaining a socially stratified society. The teacher, in other words, takes full responsibility for selecting the educational goal of the group of learners, usually based on his substantive knowledge rather than competence in diagnosing educational needs. Adult learners are passive, by contrast, involved in deciding only whether to take the course, not its intrinsic aims.

New Themes

More significant are some of the newer programmes in adult education. These seem to seek generally for greater democratisation of knowledge, to be less authority-centred, to be more congruent with a basic aim of the Australian Commonwealth to create an open, egalitarian, flexible society. Methods tend to be more diverse and imaginative. Adult learners themselves are more at the educational vortex than the expertise of the teacher. Passivity gives way to more active participation in the educational process.

These "new themes" appeal to the professional orientation of the writer, which accounts for the accent here given them.

Possibly the most prevalent new theme observed was in the arts. Adult Educators have given a guiding hand to art festivals in country towns and at least one of the capital cities. Painting clubs are nourished, and summer schools in the fine arts are sponsored. Even more "dramatic" is the emphasis on drama. In Victoria, as one example, the State Council of Adult Education arranges for theatrical groups (also musical ensembles) to perform in communities spread throughout the state. Performances occasionally stimulate local do-it-yourself drama organizations, which in turn have stimulated communities to renovate, or to build handsome new town halls or community centres to house theatre, music or art productions and other continuing educational enterprises. Going a step further, centres like the University of Western Australia and the Tasmanian Board of Adult Education provide consultant-tutors to teach these drama or painting groups how to improve their skills.

Concentration on the aesthetic and the cultural appears to be meeting a genuine need of part of the community and, moreover, is moving in harmony with what–to an outsider–has all the characteristics of a creative explosion in the arts in Australia. First rank painters, poets or dramatists may or may not yet have emerged from these adult education activities. But these activities surely must be enlarging a responsive clientele for the creative artist and increasing participation in and identity with national cultural development. . . .

Much less widespread but, hopefully, no less significant is the beginning trend to view both the enduring organization and the whole community as viable media of learning. In Western countries an abiding concept has perceived only the individual as the learner, independent of his environment. A fresher theory conceives members of the group and community as sharing mutual educational needs. These needs are not just for inert knowledge. They also require changed group behaviour and action in concert. Working with an on-going amateur theatre group, as noted above, is one illustration of this new concept. Educational consulting work with women's, banana growers' or other organizations by several centres is still another.

Because of background, this writer found especially promising the work in community development at the University of New England. Still experimental, that programme of community education takes several forms. Groups representative of a community have received continuous consultation on a frequent or infrequent basis (depending on staff availability). Voluntary councils concerned with developing regions comprising numerous rural neighbourhoods and country towns have received educative assistance in applying methods of social change. More formal "Know Your Town" discussion groups have been organized as a means to stimulate concern for community shortcomings and to analyse local potentialities. Recently, a seminar for training in community leadership attempted to expedite learning about interpersonal, group and inter-group dynamics and skills involved in community development.

Education for group and community development, thus, is becoming a new way for adults to learn responsive and responsible citizenship. The learner is the individual. But the "Medium" of learning is the social psychological environment shared by multiple learners–who may not only share a need for enlightenment, but share a conscious or latent desire to apply new insights to joint decisions to alter their common environment.

Taking Education to the Adult

Great distances and the dispersed nature of the population–except in metropolitan areas–is a central fact in the planning for continuing education in Australia. Some of the means for overcoming these "barriers" (other than some already described) are rather striking.

One is the "decentralization" of adult education centres. The Adult Education Boards of Queensland and Tasmania and the University of New England, in particular, have established centres over a large area of their states. If the adult can't come to where education is, education has gone to him. The variety of educational undertakings in these regional centres often vies with those in the central office. They also demonstrate that Australians, urban and rural, respond to educational opportunities. Where an adult centre is established, the "felt need" for learning increases many times over in a relatively short time (usually causing severe overwork on the part of the staff).

A second means is the residential school. A number of centres have sponsored the two-day to two-week programme which permits adults from great distances to come together to engage in intensive learning experiences. While it may be that the residential school is relatively new to Australians, an increasing number embrace it. Adult educators can point to a plethora of successes.

A third method is demonstrated by the adult discussion and group "kit" schemes developed by the University of Sydney, and adapted in various forms by other adult education centres. A discussion guide and related materials, in co-operation with the state library, may be obtained throughout New South Wales by self-established groups. Groups may also correspond with tutors, who reply with written comments or during personal visits.

Sydney and other centres likewise make recording tapes, prints or films available—thus greatly foreshortening the immense distances of the Commonwealth. The University of New England has encouraged listener groups for its "Radio Farm Forum", which not only receive listening guides, but are encouraged to respond with comments and questions to be taken up in the next broadcast.

It is clear that no attempt has been made here to be exhaustive about new themes in Australian adult education. Those so far noted, nonetheless, impress the observer from without. Varying in degree of acceptance or practice, they seem to have a solid foothold as parts of the vigorous adult education "establishment". Their growth in the future seems—in general—almost inevitable.

Frontiers

Less established, less certain of future direction, are those aspects here classified as "frontiers". These are barely visible in the Australian adult education horizon, and exist in some cases only in the minds of an exceptionally inventive group of adult educators dotted across the country.

The vanguard of thinking, as interpreted by this observer, centres on the fundamental purpose of adult education. In certain cases adult educators seem convinced that this purpose is not to teach knowledge as an end, but to help the learner use knowledge as a means for more effective living as a member of a creative, developmental society. The starting point is individual or group or community goals, not a "discipline". And the application made of knowledge is an educational concern, according to this view. It is not, therefore, enough to communicate information, theory or wisdom. Adult education needs to provide the climate and means for assessing, screening and using knowledge in the way the learner thinks, in revising or reinforcing his values, in actions he takes. . . .

In an educational process thus conceived, the teacher has a radically different role. He must become an educator, rather than simply a subject matter specialist. He is a member of a learning group who thinks less about how consummately he has expounded what he knows, but how much the student and he are learning as a product of their interaction together.

The frontier encompasses other departures. One is a resynthesis of what is known in terms of the reality of modern life and contemporary human communities. It decompartmentalizes traditional bodies of knowledge so that they flow more functionally into the complex stream of adult living.

This, in turn, leads to more emphasis on the dynamic, rather than the static; to teaching more about the process of development, less about the product. The focus is less on purely cognitive matters, more on relationships, attitudes, values; less on the abstract, more on the connections between feelings and ideas, emotion and reason. . . .

Harbingers of Change

Advanced thinking of this kind already has harbingers in a few examples from the foregoing section. For instance, the community leadership training seminar noted above tried to utilize data from the processes evident in the learning group itself. Effects of individual behaviour on the group become more understood. Styles of leadership as they impinge on participation were analysed. The idea of co-operative sharing of community authority was tested against individual feelings about leadership. Attention was given to applying new approaches in the town and district, to how to examine future experience in order to continue learning.

Other clues to these possible new directions can be seen:

In the attitude of adult educators who are turning their backs on statistics and limiting enrolments to 20 people or less, so as to maximise interaction;

In the week-end schools that schedule generous blocks of time for self-initiated activity;

In the work of community consultants who urge public meeting planners to arrange time for discussion in small face-to-face groups;

In the formation of local Community Development and Adult Education councils to co-ordinate continuing community enterprises which have an educational approach;

In the initial attempts to develop a rationale which shows a relationship among all programmes in an adult education centre.

But these remain frontiers. Much discourse on adult education's purpose, much experimentation with a spectrum of methods and programmes doubtlessly lies ahead. . . .

In a sense, training and research may be the most significant new thrust for the well-being of Australian Adult Education. As the field moves further from its traditional origins towards embracing and enlarging the goals of a democratic society, more professionally trained adult educators will be required. The scarcity is already evident.

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